



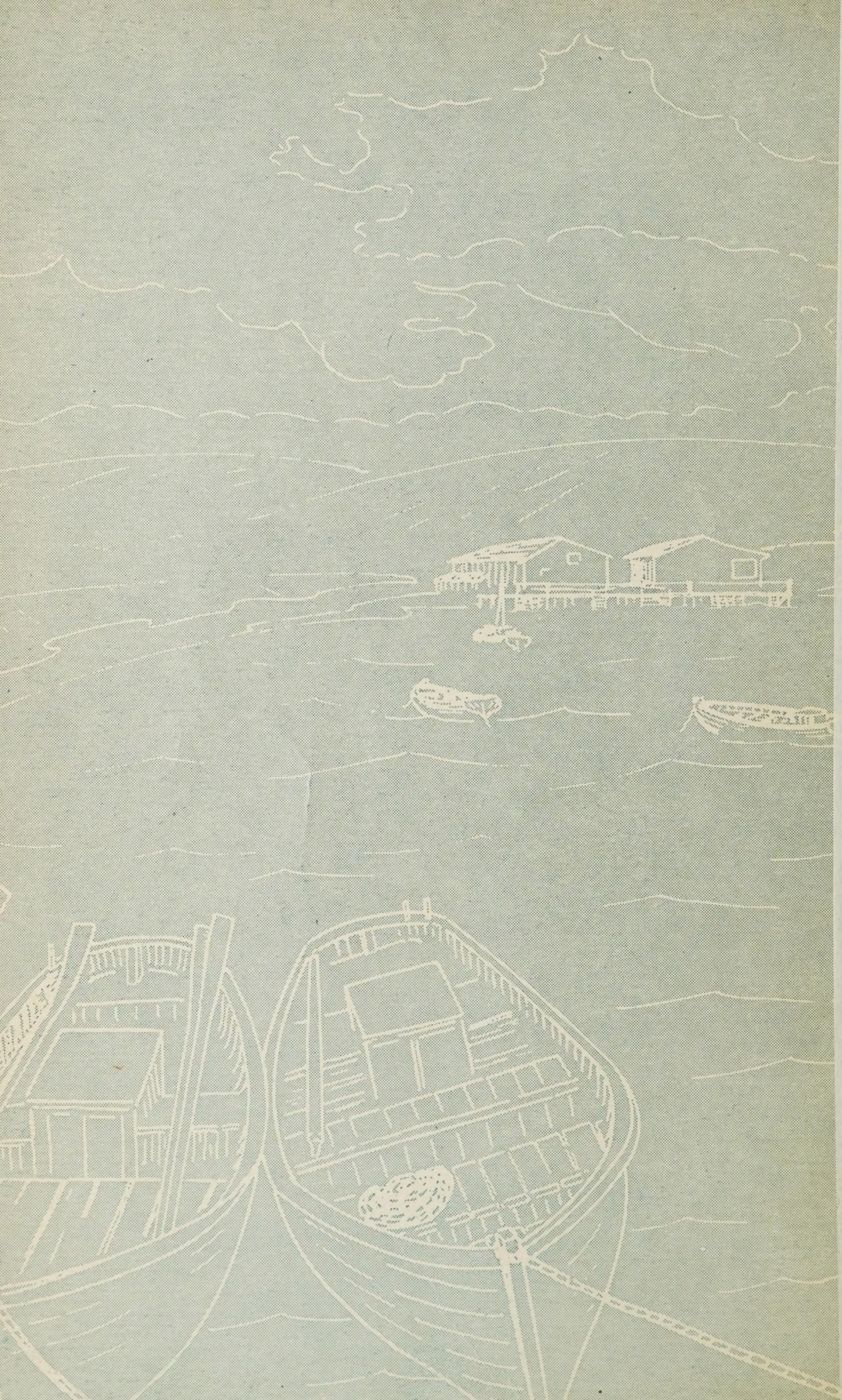
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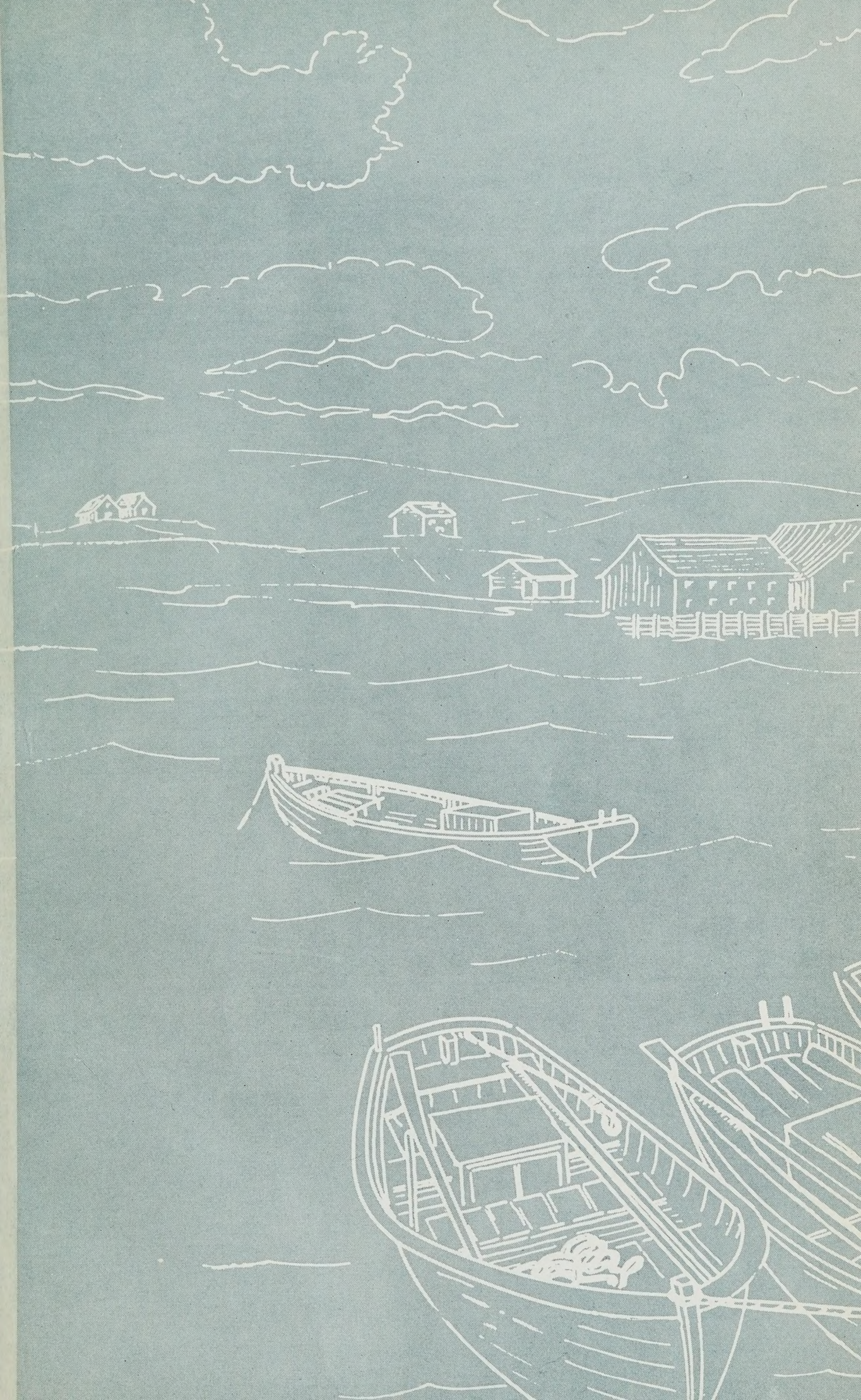


Newfoundland

ADA'S NEW PROVINCE

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Holyrood at the bottom of Conception Bay

Colour Negative Courtesy D. W. Overend

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(GOVERNMENT OF CANADA)

Newfoundland

AN INTRODUCTION TO
CANADA'S NEW PROVINCE



PUBLISHED BY AUTHORITY OF
THE RIGHT HONOURABLE C. D. HOWE,
MINISTER OF TRADE AND COMMERCE

PREPARED BY
THE DEPARTMENT OF EXTERNAL AFFAIRS
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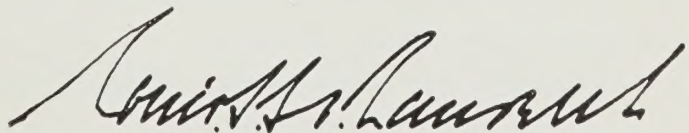


Foreword

On December 11, 1948, representatives of Canada and Newfoundland, in an historic ceremony in the Senate Chamber at Ottawa, signed final Terms of Union between the two countries. On March 31, after the Terms had been ratified by the Canadian Parliament, the Newfoundland Commission of Government and the Parliament of the United Kingdom, Newfoundland formally entered Confederation as the tenth province. Thus the noble dream of the Fathers of Confederation, of a "Union strong and great" stretching from sea to sea, was at last fully realized, eighty-four years after the meeting in 1864.

The year 1949 is thus a notable year for both countries. By the decision of a free electorate, the people of Newfoundland have thrown in their lot with the Canadian people and, without losing their unique identity, have become fellow citizens of a larger union. To Canada they have added, in the physical sense, 150,000 square miles of territory. But more important, their entry into Confederation has meant the enrichment of Canada by the addition of 325,000 hardy sea-faring people of kindred stock and similar cultural traditions.

It is hoped that this booklet will serve to acquaint Canadians more closely with the history and geography, the economic, human and natural resources of Newfoundland, and enable them better to know their fellow Canadians. To readers outside the country the booklet will serve as an introduction to Canada's newest province.

A handwritten signature in dark ink, which appears to read "Louis St. Laurent". The signature is fluid and cursive, written in a professional style.

JANUARY 1, 1950.

Acknowledgments

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Torbay, a fishing village on the east coast near St. John's. The picture shows the rocky coast land, rugged topography and limited soil with scattered woodland.

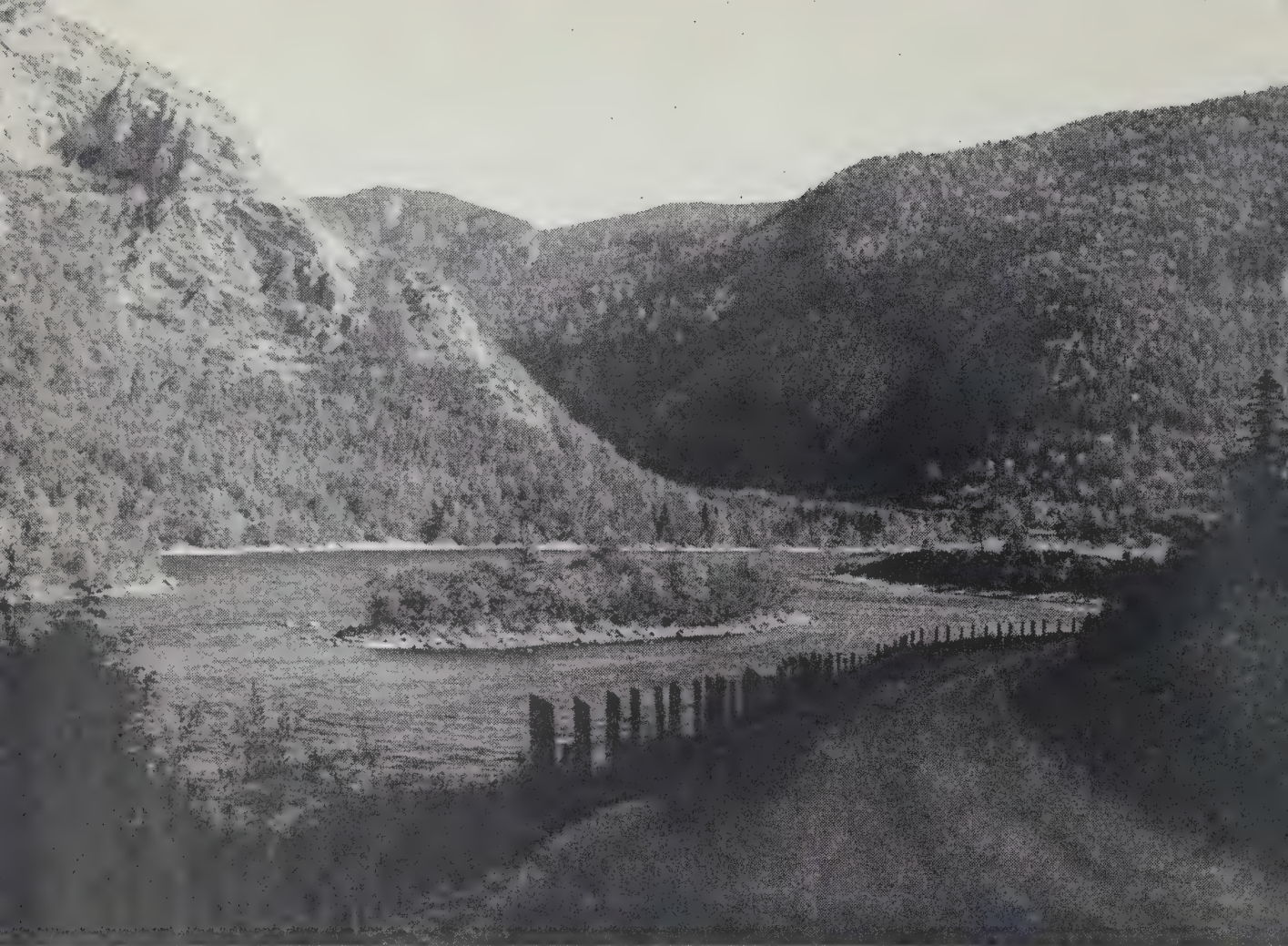
Physical Geography

THE Island of Newfoundland lies across the mouth of the Gulf of St. Lawrence. It extends between the parallels of $46^{\circ} 35'$ and $51^{\circ} 39'$ North and the meridians $52^{\circ} 36'$ and $59^{\circ} 25'$ West, and is roughly in the same latitude as Vancouver Island. It has an area of approximately 42,700 square miles and is about twice the size of Nova Scotia. The Island is shaped like an equilateral triangle with sides 300 miles in length. At its northern point, it is separated from Labrador (which has been part of Newfoundland since the 18th century) by the narrow Strait of Belle Isle, which at one place is only 11 miles across. In the southwest, it is separated from Cape Breton Island by Cabot Strait, 65 miles across. The Avalon Peninsula with the capital city of St. John's lies at the southeast corner of the Island and is the most easterly point of the North American Continent. Labrador, a northeastern spur of the North American Continent, stretches from 52° to 60° North latitude. It covers an area of 110,000 square miles, about 3 p.c. of the area of Canada.

Topography.—The Island of Newfoundland is a plateau of low, gently rolling relief, with its highest elevations along the western margin, where summits in the Long Range Mountains rise to over 2,500 feet above sea-level. From this elevation, the plateau slopes gradually southeastwards to an altitude of about 700 feet in the Avalon Peninsula.

The Long Range Mountains stretch northwards from Bonne Bay. The highest summits are found along the western edge of the upland where the mountains fall by steep scarps to a low coastal plain. The surface is bare and rocky, with flat-topped ridges rising above the general level, and lakes lying in ice-scoured hollows. South of Bonne Bay the country is deeply dissected and is characterized by isolated uplands separated by deep valleys, and by fiords which penetrate inland for several miles. The Lewis Hills rise to 2,673 feet above sea-level and form the highest point in the Island. The Humber, one of the principal rivers of Newfoundland, rises to the east of Gros Morne, the highest summit in the Long Range Mountains, and flows through Deer Lake parallel to the long and narrow Grand Lake, and then cuts through the coastal mountains in a deep gorge and enters the sea in Humber Arm where Corner Brook and Humbermouth are located.

At the southern end of the west coast mountains are the Anguille Mountains, a flat-topped highland with summits about 1,000 feet above sea-level. To the east of the coastal mountains stretches the high plateau, which includes the Avalon Peninsula. The plateau surface has a general southeastward slope towards the Atlantic Coast



Shell Bird Island on the Humber River. Famous for its salmon fishing, the Humber flows through the steep wooded cliffs of the Humber Gorge.

from its highest elevations in the Southern Long Range overlooking St. George's Bay and Grand Lake. The plateau has an average height of about 1,000 feet, but above this general level rise a number of small peaks and low ranges of hills such as the Annieopsquotch Mountains. The surface is barren and rocky, with innumerable lakes and bogs, and many rivers which wander aimlessly across it in broad, shallow valleys.

The plateau falls steeply to the sea by cliffs from 300 to 500 feet in height. The cliffs are steepest and highest along the bleak south coast of the Island. The east coast is characterized by numerous deep fiords and bays which provide excellent anchorage, and by many islands, peninsulas, and drowned valleys, typical of a submerged coast line.

The seas surrounding Newfoundland are shallow and are noted for the banks that form part of the continental shelf, a submerged upland joining the North American littoral and originally part of the mainland.

The region of Labrador forms part of the Canadian Shield and is a great plateau of from 1,000 to 3,000 feet in height. The surface is undulating, with low ridges rising some 500 feet above the general level, and forms a barren mosaic of bare rocks, swamp and innumerable lakes. In the extreme north the plateau is dominated by the



Cod fishing Boats at Bay Bulls

Colour Negative Courtesy D. W. Overend

Pouch Cove on the East Coast

Colour Negative Courtesy National Film Board





Humber River, just east of Corner Brook

Colour Negatives Courtesy D. W. Overend

Tiny Fishing Village of Torbay





Gaultois on the south coast clings to a narrow shelf of rock backed by the high steep cliffs found along this part of the coast.

Torngat Mountains, a lofty range the summits of which rise to over 5,000 feet. The coast line, bold and rugged, has promontories rising up to 3,000 feet directly from the sea. Many of the river valleys are heavily forested but no survey has yet been carried out to estimate the extent and value of the timber stands. The rivers are a potential source of wealth, having many falls suitable for the development of hydro-electric power. The greatest of these is Grand Falls on the Hamilton River, about twice as high as Niagara Falls.

The continental shelf that extends seaward off the coast of Nova Scotia, Newfoundland and Labrador is the world's most extensive fishing ground. Its outer edge lies 120 to 270 miles east of Newfoundland, and off the coast of Labrador it reaches a width of 150 miles at Belle Isle and approximately 50 miles at Cape Chidley. The edge of the shelf varies in depth from 100 to 200 fathoms before plunging to the abysmal depths of the ocean floor. Its surface is composed of submerged uplands and lowlands, cut by deep, irregular valleys.

Cold waters from Hudson Bay and Davis Strait flow south as the Labrador Current over the submerged shelf and, mixing with the warmer water moving northward from the Gulf Stream, provide a favourable environment for microscopic life or plankton. The plankton provides food for small crustaceans upon which the

larger species feed, and these in turn provide food for the commercial fishes. The more important of these are cod, seal, herring, whale, salmon and lobster. For Labrador, the fisheries are still the most valuable resource and cod fishing is now carried on along the entire Atlantic Coast. As in Newfoundland the importance of the industry is emphasized by the small scattered settlements that hug the shores of bays and fiords.

The dependence of Newfoundland upon the sea was strikingly expressed by J. D. Rogers* about 40 years ago:—

Newfoundland from within reveals only a fraction of its nature. Its heart is on its outside; there its pulse beats, and whatever is alive inside its exoskeleton is alive by accident. The sea clothes the island as with a garment, and that garment contains the vital principle and soul of the national life of Newfoundland.

The Rocks.—The most ancient rocks are Precambrian and are found throughout Labrador, in the Long Range Mountains to the west of the Island, in parts of the interior, and underlying the Avalon Peninsula and part of the east coast. The Long Range Mountains are built of resistant granites, mica schists and gneisses and form the high western edge of the plateau overlooking the Gulf of St. Lawrence. The rocks of the Avalon Peninsula are quite different and include basic igneous rocks, underlying slates, sandstones and conglomerates. The Precambrian rocks may contain valuable minerals, but whether in sufficient quantity and concentration to warrant development it is impossible to say without extensive investigation.

The high plateau, stretching eastwards from the Long Range Mountains, is built of sedimentary rocks of Cambrian, Ordovician and Silurian age. Within these formations there are igneous intrusions, responsible for valuable mineral deposits such as the copper-lead-zinc ore mined at Buchans.

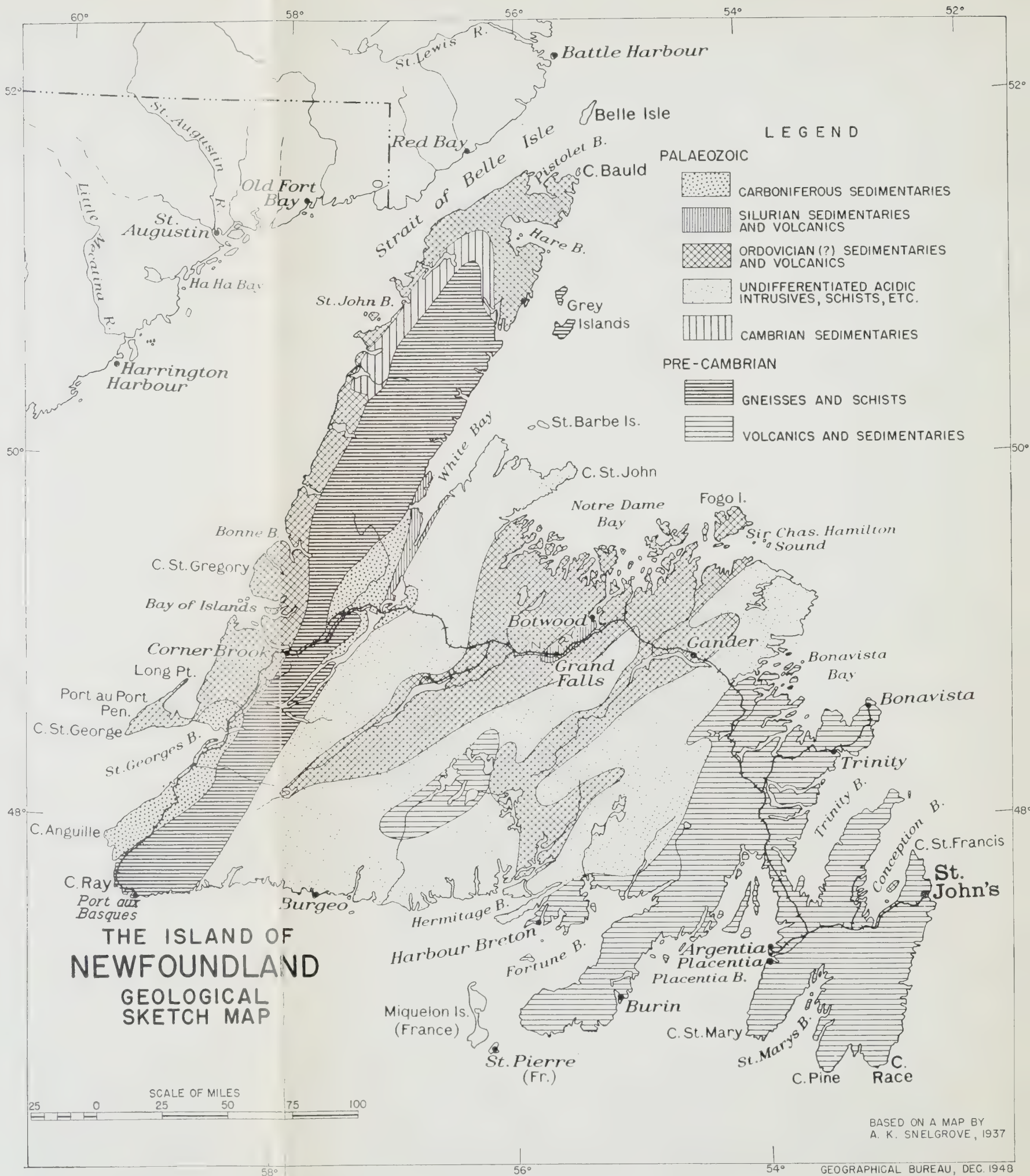
The most important mineral deposits developed to date are the Wabana iron ores at Bell Island in Conception Bay near St. John's. These occur in beds of red sandstone of Ordovician age. The most recent rocks are those of Carboniferous age and they occur on the south side of St. George's Bay and again between Deer Lake and White Bay. Coal is found here but so far it has not been found economic to mine it as the beds are folded and faulted.

The plateau of Labrador consists of ancient crystalline and igneous rocks and is also a potential source of many valuable minerals. Although the area has never been thoroughly surveyed, there is known to be a very large deposit of high-grade hematite iron ore near the headwaters of the Hamilton River, as well as deposits of ilmenite, copper, zinc, nickel, mica, graphite and pyrite.

Climate and Weather.—The climate of Newfoundland is marine in character but is less equable than that of Vancouver Island lying in the same latitude. The influence of the sea is modified by

* J. D. Rogers, "Newfoundland", *Historical Geography of the British Colonies*, Pt. IV, Vol. V, p. 190 (Oxford, 1910).





the cold waters of the Labrador Current which sweep along the east and west coasts. The ice-laden waters chill the atmosphere above them and also set up a barrier against warm air masses from the south. The summers are cool and there are few places in the Island where mean July temperatures reach 60°F; but during warm spells, temperatures of 80° are recorded. Winters are relatively mild, although St. John's, almost on the same latitude as Victoria, B.C., is 15° colder in January. Winters are normally more severe on the Island's west coast, which is affected by its proximity to the continental landmass, and average January temperatures are 5° lower than on the east coast. Belle Isle, at the extreme north of the Island, has a mean January temperature 11° lower than St. John's, and a mean July temperature about 7° lower.

Precipitation is abundant and evenly distributed throughout the year. Most of the Island, except for the northwest coast, has more than 30 inches annually. Precipitation is heaviest in the southeast, and St. John's has an annual average of 54 inches. In the northwest of the Island snow accounts for a quarter of the precipitation, and the amount of snow decreases from 120 inches in the north and northeast to 80 inches in the south.

The Island is crossed every few days by cyclonic depressions which move down the St. Lawrence. These are more frequent during the winter months and bring about considerable variety in the day-to-day weather. High winds are frequent in winter and often carry fine snow or, near the coast, frozen spray. Another local phenomenon is the 'glaze' or ice storm that occurs when warm, moist air from the south brings rain which freezes on contact with the frozen ground.

Newfoundland is less liable to fog than the southeast coast of Nova Scotia, St. John's having an average of 37 days a year, while Halifax has 54. The well-known fog region lies over the Grand Banks to the east of the Island. The fog is produced by warm, moist winds blowing from the southwest off the Gulf Stream, mixing with

Winter at Corner
Brook.



air chilled by the Labrador Current. June and July are the foggiest months and the period October to March is the least foggy. During the winter months, the east and west coasts are normally closed by sea ice which begins to form over the shallow coastal waters during December. It spreads southwards during January and reaches its greatest extent by March. The Strait of Belle Isle is closed to navigation from December to the beginning of June, but the south coast is ice-free all the year and its harbours remain accessible. Drift ice from Davis Strait is carried southwards by the Labrador Current and spreads over the Grand Banks during February and March. Icebergs, which originate from land ice in the far north, and in particular from the glaciers of West Greenland, are also drifted south by the Labrador Current. Normally they disintegrate before reaching the Grand Banks, but many are observed off the shores of Newfoundland particularly in the months of April, May and June.

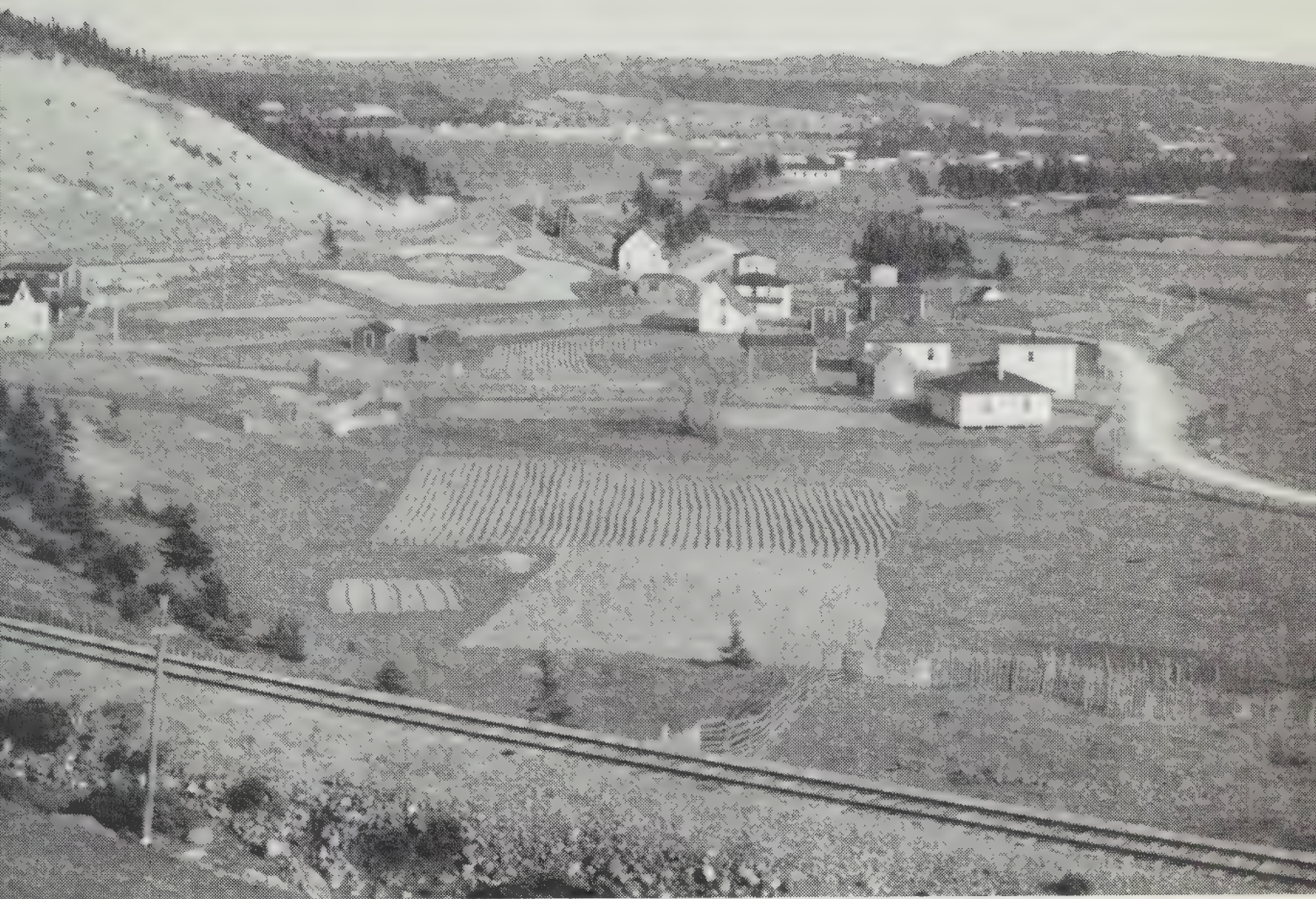
Although Labrador lies in the same latitude as the United Kingdom, it has an extremely rigorous climate. The temperature may range from 60°F. below zero to 60°F. above. The summer is short, and snow usually covers the ground from September to June. In winter the whole coast line is blocked by ice.

Soils and Vegetation.—The soil cover and vegetation of pre-Pleistocene times were entirely removed from the Island of Newfoundland during the Wisconsin glacial period. When the ice melted it left a thin layer of silts, sands, and gravels mixed with boulders and stones. Owing to the recency of glaciation, true soils have had little time to develop and the cool, moist climate has tended to retard their formation. As the rainfall is heavy and the evaporation rate low, water is continually percolating through the soil, leaching out the soluble mineral salts, and rendering the soil very acid. The vegetation cover of coniferous trees also tends to increase acidity. These soils are known as Podsoles and are characteristic of the northern forest-lands.

Better soils are found in the valleys where morainic sands and clays were deposited and where alluvial soils have formed. Round the coasts and at the seaward end of many valleys there are marine sands and clays deposited during the post-glacial submergence of the Island.

Newfoundland lies within the Northern Coniferous Forest Region. The trees are mainly coniferous but include some hardwoods, such as birch and maple. The climate is better suited to the conifer—the long cold winters and short growing seasons restrict the spread of deciduous trees. The conifers grow well under the humid climate conditions of Newfoundland but do not attain large proportions and are inferior to the trees of southeastern Canada.

Only about two-fifths of the Island is forested, the remainder being a waste of barren-lands, bogs and lakes. The most important factors in the distribution of forest are drainage and altitude. The main forest areas lie within the watersheds of the principal rivers—the Humber, the Exploits, the Gander and the Terra Nova. At



Clarke's Beach, Conception Bay. The low hills and small patches of good soil are typical of the Avalon Peninsula.

elevations exceeding 1,200 feet the forest cover gives way to tundra or moss-barren.

The best forest lands are found on well-drained valley slopes, and these are usually mixed forests of balsam fir, black spruce, white spruce and white pine. Along ill-drained valley bottoms and on the higher plateau surfaces the forest cover is usually of poor-quality black spruce. The forests are all self-sown and are thus uneven-aged except in burnt or cut-over areas. They regenerate naturally and prolifically and, in some areas, the growth rate of the trees may be retarded by the denseness of the young growth.

The barren high plateau surfaces are similar to the muskeg country of the Canadian Shield, with innumerable lakes in shallow, ice-scoured basins, and bogs which have a partial cover of stunted spruce and pine and a ground vegetation of sphagnum mosses and berry-bearing plants.

Information regarding the soil and vegetation of Labrador is very limited. Most of the coastal areas are barren and rocky, and north of Nain this treeless zone extends far inland. However, mature forests, chiefly black spruce, have been noted along many of the river valleys, particularly around the Hamilton River and its inlet.



Rugged Cape Bonavista, on the east coast, is traditionally regarded as the first land sighted by John Cabot in 1497.

History

NEWFOUNDLAND from the beginning has lived by the products of the sea and its early history is essentially that of the cod fishery. For more than a century before the establishment of French or English colonies in North America the fishermen of Western Europe came year after year to Newfoundland to fill their boats with cod for the markets of the Old World.

Of the earliest exploration and discovery of Newfoundland little is known. It is generally accepted that Norsemen from Greenland visited Newfoundland and Labrador as early as 1001 A.D., and there is a tale that men of the Channel Islands, in the latter part of the 15th century, were blown westward off their course until they came to a strange land where the sea was full of fish. There is better evidence that the Island was discovered in 1497. In the previous year an Italian navigator, John Cabot, then living in England and engaged in the fish trade with Iceland, obtained from Henry VII a charter giving him and his sons authority to "sail to all parts, countries and seas of the East, the West and of the North, under our banner and ensign . . . and to set up our banner on any new-found-land".

Cabot set sail from Bristol on May 2, 1497, in a little ship of 50 tons, the *Matthew*, with a crew of 17. After sailing 53 days they came, on June 24, St. John's Day, to the shores of a new land in the west. There are no records to establish the first spot in North America seen by Cabot, but in Newfoundland there is a long-established tradition that his landfall was Cape Bonavista. An entry in the Privy Purse of England records the discovery: "August 10, 1497: To hym that found the new isle, 10£".

Cabot returned to England with tales of a sea so full of fish that they could be taken "not only with the net but also with a basket in which a stone is put". His stories stirred a ripple of

Cabot's ship, the "*Matthew*". This model, built by Mr. Ernest Maunder, St. John's, is the result of painstaking research and is believed to be accurate in every detail.



excitement in England which quickly spread to the Continent, for fish in those days commanded higher prices than meat. The records show that a few English fishing vessels accompanied Cabot on his second voyage in 1498 and that the English fished in Newfoundland waters continuously from that date. They were soon joined by the Portuguese, whose famous navigator Corte Real explored the Island's coast in 1501, by the French from Normandy and Brittany, and, about the middle of the 16th century, by the Spanish Basques.

Early Colonization and Settlement Policy.—In the summer of 1583 St. John's was visited by an expedition of four ships commanded by Sir Humphrey Gilbert, who carried a commission from Queen Elizabeth to sail the seas and take lands under her banner. The expedition called at St. John's because it was known that provisions could be obtained there. Shortly after his arrival Gilbert set up his tent on a hill overlooking St. John's harbour, and caused the masters and chief officers of the ships of all nations there to attend while he solemnly read aloud his commission and formally took possession of the Island in the name of the Queen. Newfoundland thus became England's first possession in North America and her oldest colony, although England's title was disputed from time to time until the Treaty of Utrecht in 1713.

Although it is believed that some fishing crews wintered on the Island as early as twenty years before Gilbert took possession, no formal attempt at colonization was made until early in the 17th century. Sir Francis Bacon and his associates formed the Newfoundland Colonization Company and in 1610 sent John Guy to found a colony in Newfoundland. Guy carried with him a Charter from James I containing explicit instructions regarding the purchase of fish and cod oil, the cutting of timber for export, the raising of sheep and other matters. He settled with his 41 colonists at Cupids (then Cuper's Cove) in Conception Bay. Houses, stores and wharves were built and a fort erected. Further inland a farm and a mill were established. In 1613 the first white child was born in Newfoundland.

Guy seems to have established the first contact with the native Indians of Newfoundland, the Beothucks (Beothics) who are believed to have been a distinct tribe and not part of any of the larger tribes on the mainland. Little is known of them, for their relations with the white men, friendly at first, soon degenerated into mutual distrust and persecution, which became so bad that in the middle of the 18th century the early governors of Newfoundland issued proclamations threatening to punish anyone known to kill a Beothuck. The last Beothuck seen was a woman called Shanawdithit who was found starving in a wigwam and taken to St. John's. According to her there were only 13 Beothucks left in 1823, and after her death in 1829 no further trace of them was seen.

From the first the colonists had to contend with the hostility of the West-of-England fishing merchants, who did not welcome the competition of permanent settlers. When the merchants' petitions to the King failed, they resorted to violence and persecution destroy-

ing the settlers' property in an effort to remove them. The colonists also suffered from attacks by pirates, who swooped down periodically and carried off men and goods. In spite of these discouragements the settlement lasted until about 1628.

Before 1620, other settlements had been established by Royal Charter in what is now the Avalon Peninsula—one at Bristol's Hope (Harbour Grace); one near St. John's; Sir William Vaughn's colony with headquarters at Trepassey; Lord Falkland's two colonies, one in Trinity Bay, the other in the southern part of the Peninsula; and Lord Baltimore's colony at Ferryland.

The separate colonies were merged into one under a Royal Grant of 1637, giving the whole island to Sir David Kirke, the Duke of Hamilton and their associates. Kirke at once began to raise money by charging rent for "stages" and "rooms",* selling tavern licences and levying taxes on the fish caught not only by the English but by foreigners. The complaints of the settlers led to an investigation and Kirke was dismissed for having acted dishonestly towards his partners. This was the last official attempt to colonize the Island.

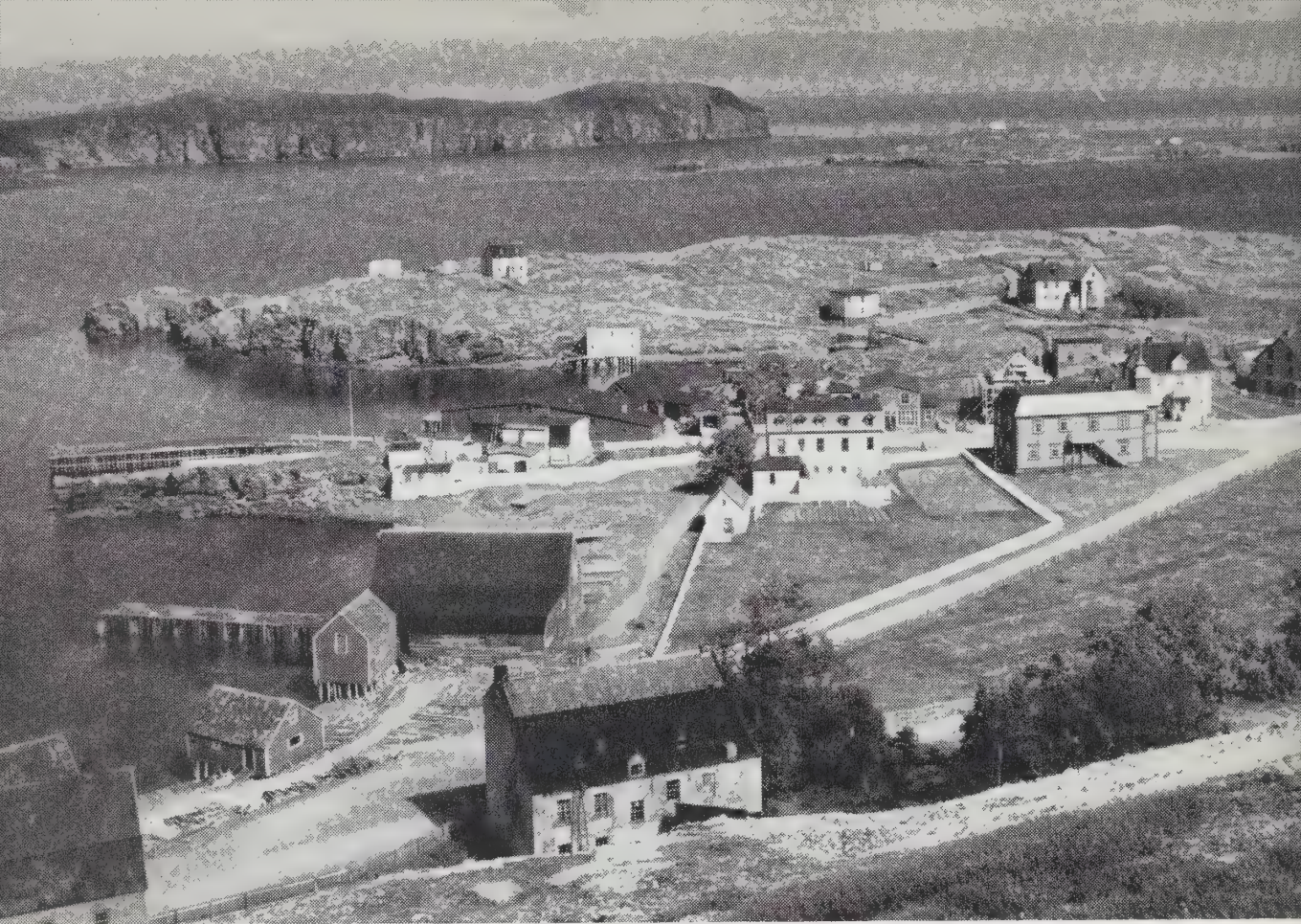
The first permanent colonists were hard-working fishermen from the West of England who chose to live in the Island in order to carry on their trade of fishing. The first permanent settlement, as distinct from the short-lived chartered colonies, grew up in the neighbourhood of St. John's, from Petty Harbour around Cape St. Francis to Holyrood in Conception Bay. From the first St. John's was the chief port and trading centre.

About the middle of the 17th century English colonial policy underwent a profound change. The new policy, known to historians as "the Old Colonial System", lasted until well into the 19th century. Under it the development of the colony was managed with a view to enhancing the power and wealth of England. Settlement was encouraged in colonies where land cultivation promised to produce new commodities of trade, as in the West Indies which produced sugar, or Virginia and Maryland which produced tobacco. On the other hand, settlement was discouraged where it appeared to be against England's interests.

In the case of Newfoundland, settlement appeared to threaten the monopoly control of the fishery acquired by West-of-England fishing centres. The Government also came to look upon the annual fishing voyages from England as an excellent training system for potential recruits for the Navy. Moreover, settlement in Newfoundland entailed responsibilities on the home authorities for defence in time of war. Thus from the time of Charles I until the early 19th century the prevention of settlement in Newfoundland was a fixed policy, the Island being considered rather as a "great ship moored near the Banks . . . for the convenience of English fishermen".

The regulations passed by the Star Chamber in 1633, and confirmed and made more stringent under Charles II in 1670,

* A "room" is the portion of shore on which a fisherman cures his catch and erects the necessary huts and flakes and a "stage" is a platform on which fish is dried.



The Town of Trinity (population about 700) is one of the oldest settlements in Newfoundland. Here Sir Richard Whitbourne held the first Vice-Admiralty Court in the Island's history, in 1615.

forbade English ships to carry to Newfoundland intending settlers or to leave behind any of their crews. The settlers already there were forbidden to cut wood, to build within six miles of the shore or to take any fishing places until the fishermen from England had arrived. Under these rules planters who had lived for years in the Island, who had cleared land and built homes, were deprived of all property rights.

In spite of these laws settlement did take place gradually. The laws were difficult to enforce, and the settlers built their houses in small coves where they could escape detection. There they brought up their families, raised vegetables and fished, clinging tenaciously to the land they had adopted in spite of all efforts to remove them.

The Rule of the Fishing Admirals.—With so many fishermen of different nationalities using the coast, there were bound to be disputes, and it early became an accepted custom that the master of the first ship to enter a harbour in the spring should be Admiral of the Port and dispense rough justice. At first there was a change of admiral each week; later the first arrival held authority for the whole fishing season.

An early attempt to establish formal justice in Newfoundland was made in 1615, when Sir Richard Whitbourne was sent out by the English Government in answer to petitions from the planters.

Whitbourne held Courts of Vice-Admiralty around the Island and received "presentments" from the masters of 170 English fishing ships. He had, however, no means of enforcing his decisions.

In an attempt to bring some order to the Island the Star Chamber regulations of 1633 legalized the old custom of rule by the "Fishing Admirals". The Admiral was now empowered to act as a kind of governor—to allot places in the harbour and to judge disputes. Regardless of their fitness, these men had virtually absolute power over fishermen and settlers alike and ruled by a system of fines, whipping and imprisonment, with no appeal from their judgments.

The Colony enjoyed a brief respite from their rule when Cromwell, in 1653, sent a Commission of fourteen men to govern the Island. All British ships on the coast were put under their control and the collection of taxes on fish and oil was entrusted to them. Under the able management of John Treworgie, head of the Commission, settlement grew, the fisheries increased, and trade was promoted with the colonies on the mainland.

The rule of the Fishing Admirals was confirmed afresh by Charles II in 1670, though by this time the settlers, increased in numbers and strength, succeeded in getting a ruling that they were to be left in possession of their property. The power of the Fishing Admirals decreased with the appointment of naval governors in the 18th century and gradually fell into disuse. The last vestige of their authority was swept away by statute in 1809, a few years before the appointment of the first year-round resident governor.

The French Occupation.—In the long struggle between England and France for supremacy in North America, Newfoundland was an important prize, not merely for the fishing, but because of its location at the entrance to the Gulf of St. Lawrence and alongside the main sea route to the New England colonies. The French had begun annual fishing voyages to Newfoundland before the middle of the 16th century, but did not dispute England's possession of the Island for more than a century.

In 1662 the French, without warning, landed soldiers and settlers at Placentia and proceeded to fortify the harbour, forcing the English residents to move away. The petitions of the anxious settlers to the English Government received only a polite acknowledgment, and the situation continued to be officially ignored until the French raids became so troublesome that the English finally made an unsuccessful attempt to take Placentia. After this the French intensified their efforts to take the Island. In the autumn of 1692 the Governor of New France sent his chief naval officer with a force of Canadians and Indians to assist the French Governor at Placentia in an attack on St. John's. The attack was made simultaneously by land and sea. For the latter the English were prepared, but the land attack took them completely by surprise. St. John's was taken and burned and the French continued around the peninsula to Trinity Bay, burning and pillaging as they went. When an English

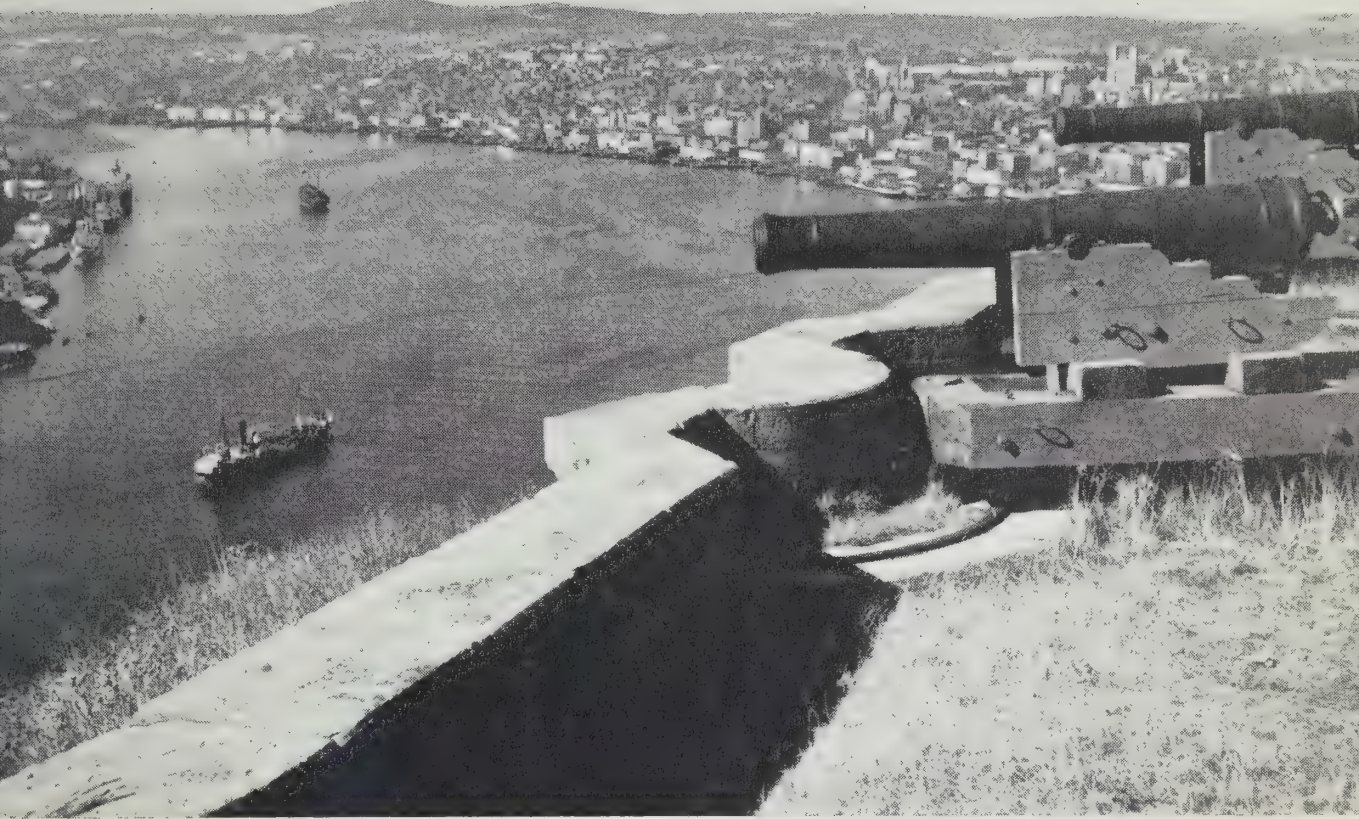
squadron arrived to recapture St. John's they found not a single house standing. After this a permanent garrison was stationed at St. John's. Nevertheless, in 1708 St. John's was razed again by the French.

This phase of the French-English struggle was ended in 1713 by the Treaty of Utrecht, in which France recognized English sovereignty over the whole of Newfoundland, subject to special French fishing rights on the north and west coasts.

A further attempt to seize the Island was made, however, in the closing stages of the Seven Years' War. In 1762, in a belated attempt to cut off British forces in Quebec, the French fleet landed at Bay Bulls with about 700 men and seized St. John's. They were soon ousted by a British force hastily organized and promptly despatched from Halifax. There was one more half-hearted attempt to take Newfoundland during the war following the French Revolution. Fearing a French attack, the Governor of Newfoundland took active steps to fortify the Island. About 600 Newfoundland men were trained in readiness, and a great chain was stretched across the entrance to St. John's harbour fastened to a rock which is still known as Chain Rock. In 1796 the French fleet appeared outside St. John's but after manœuvring for two days the French contented themselves with burning Bay Bulls and taking a few prisoners. So ended the last French attack on Newfoundland.

Growth of the Colony.—The century following the Treaty of Utrecht of 1713 witnessed substantial if not steady progress in Newfoundland. During the peace following 1713 the fishery expanded greatly. With the removal of the constant threat of French raids, the population began to increase despite the prohibition against settlement. Even the wars in the latter part of the century indirectly encouraged development: the laws against settlement remained largely in abeyance and, since annual fishing expeditions from English ports ran the risk of enemy action at sea, a local fishery tended to develop in Newfoundland. It is estimated that the resident population, which was perhaps 2,000 in the early 1700's, had increased by 1804 to about 20,000.

Progress was made in other directions. In 1704 Newfoundland got its first resident clergyman, in 1729 the first Governor over the whole Island, Captain Henry Osborne, was appointed. He was the first of a succession of naval governors during the 18th century who resided in Newfoundland only during the summer while the fleet was there. Some of them were outstanding men who did much for the development of the Island. With Osborne's appointment some effort was made to establish a system of civil justice. He was given authority to appoint justices of the peace and to erect court houses and prisons but, since his authority was conferred by the King and not by Act of Parliament, it was not accepted by the Fishing Admirals who continued for years to exercise their judicial powers in rivalry with the magistrates appointed by the Governor. It was not until the establishment of the first civil court in 1791 and the



City and Harbour, St. John's, Newfoundland, from Signal Hill. The cannon were used to repel French attacks in the 18th century.

appointment of a Chief Justice in 1792 that any real progress was made in establishing a system of law in the Island.

Until the end of the 18th century settlers were still legally unable to enclose land or to build homes without permission. The matter was finally brought to a head by large-scale immigration from Ireland in the early 19th century, and after 1813 the Governors were allowed to grant land for cultivation. About this time the first schools were opened at St. John's, a primitive Post Office was established, and in 1806 the first newspaper, the *Royal Gazette*, published by an American Loyalist, John Ryan, was instituted.

By the end of the War of 1812, when the British Government finally recognized Newfoundland as open for settlement, the Island had its own administrative establishment, a court house, churches and schools. Three years later, in 1817, it received its first full-time resident governor.

Development of Self-Government. — Agitation for self-government, led by Dr. William Carson and Patrick Morris began in the first quarter of the 19th century. In 1832, the year of the First Reform Bill in England, Newfoundland was granted representative government. Provisions were made for an elected General

Assembly and a nominated Legislative Council consisting entirely of officials. The two bodies immediately clashed, often disagreeing over the most trivial details. At succeeding elections riots took place, sectarianism became intense and in 1841 the British Government suspended the constitution. Government was carried on by an "amalgamated" legislature, consisting of elected and appointed members sitting together. This arrangement proved unworkable and the constitution was restored in 1848.

The year 1848 was an eventful year in colonial policy since it marked the transition from representative to responsible government in Canada and Nova Scotia, whence the new system spread rapidly to other colonies. There had been continual agitation for responsible government in the mainland colonies since the appearance of Lord Durham's report almost ten years before. Naturally, Newfoundland was influenced by this movement.

Following the restoration of the old constitution in 1848 agitation for responsible government increased in Newfoundland, the principal leaders being John Kent and P. F. Little. Under the existing system the executive side of government was not under the control of the people's representatives, ministers being responsible to the Governor, not to the legislature. Like the people of the mainland colonies, Newfoundlanders had come to feel that appointments in the government should be decided by the party commanding a majority in the legislature, and not by the Crown's nomination. Public meetings were held and petitions drawn up, the newspapers gave their support, and each year the House of Assembly passed a resolution in favour of the substitution of responsible for representative government. In 1848 the "Catholic Liberal" party was organized and made a direct appeal to the British Government for responsible government. This appeal was rejected. It was becoming obvious, however, that Newfoundland could not much longer be denied privileges that had already been granted to Canada and Nova Scotia. By 1854, the Home Government was ready to grant responsible government to Newfoundland as soon as certain preliminary conditions were fulfilled, including pensions for those who would lose office and provision for a new system of representation. In 1855, instructions were issued to the Governor to inaugurate responsible government in Newfoundland.

Local agitation was not by any means the sole factor in bringing about the change. The whole attitude of the British Government to economic relations with the colonies had changed with the growth of a laissez-faire economy in the 19th century. There was no longer anything to be gained by maintaining political control over distant colonies since it no longer assured a monopoly of their trade. Moreover, after Waterloo Britain had no serious naval rival so that control of government in the colonies for purposes of Imperial defence came to be accepted as unnecessary.

The new government consisted of an elected House of Assembly of 30 members, a nominated Legislative Council of not more than 15

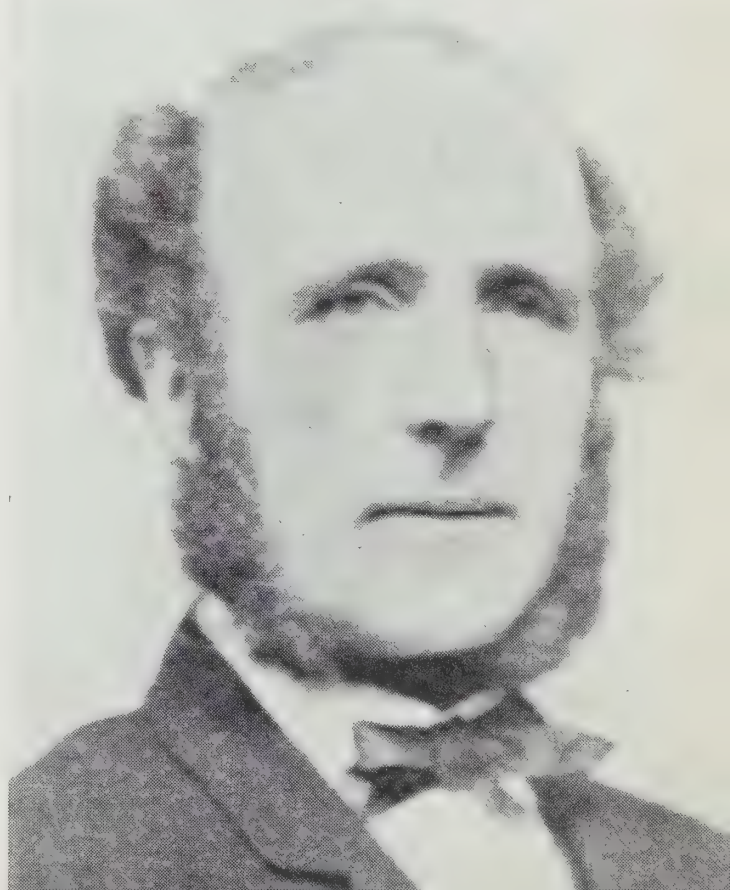
members and an Executive Council of not more than seven, appointed by the Governor. The first premier was P. F. Little, who had co-operated with the Catholic Liberal party in their efforts to obtain responsible government. The first ministry had a majority of Roman Catholics, but the growing strength of the Protestant population demanded a share of political power. Electioneering riots, particularly in 1861, brought to a head the struggle for sectarian ascendancy in politics, and it was recognized that some compromise must be made. From that date began an effort to make a fair adjustment of political patronage on a denominational basis—a practice that has continued in Newfoundland ever since.

First Confederation Talks.—When the question of federation of the British North American colonies was first raised in 1858, Newfoundland showed some interest. Newfoundland was not invited to the Charlottetown Conference in 1864, which, while originally called to discuss only a union of the three Maritime Provinces, later developed into a conference of all the mainland colonies. At the Quebec Conference later in the same year, called to discuss the larger union of all the colonies, Newfoundland was represented by a bi-party delegation consisting of F. B. T. Carter and Ambrose Shea. The delegation had no power to commit the Newfoundland Government but both Carter and Shea became enthusiastic supporters of union and after the Conference spoke publicly in favour of it on a lecture tour of the cities on the mainland.

No decisive action was taken by the Newfoundland Government before Confederation became effective. Accordingly Newfoundland, like Prince Edward Island, was not represented at the Westminster Conference of 1866 when the British North America Act was drafted. Sections 146 and 147 of the Act, however, expressly provided for the admission of Newfoundland, Prince Edward Island and British Columbia should they decide later to join.

The Quebec Conference evidently recognized that the general financial arrangements provided in the scheme of union would not quite meet Newfoundland's needs. In any event, the proposed terms provided for a special additional payment from the Government of

Sir Ambrose Shea, Newfoundland delegate to the Quebec Conference, 1864





*Sir F. B. T. Carter, Newfoundland
delegate to the Quebec Conference
1864.*

Canada to Newfoundland of \$150,000 annually, in return for the handing over to the Government of Canada of mineral and property rights in Newfoundland Crown lands. The Newfoundland Government subsequently felt that these terms were inadequate, and negotiations were accordingly reopened in 1869 and better terms agreed on. Under the revised terms the annual

grant was to remain the same, but Newfoundland was given the option of reserving Crown lands before entering the union. A special subsidy was proposed for the encouragement of Newfoundland fisheries, and Canada agreed that "no exceptional tax" should be levied on any of the exports of Newfoundland. The Canadian Government also undertook to encourage the formation of a naval reserve force in Newfoundland and to use its influence to persuade the British Government to maintain a garrison at St. John's; it further agreed to provide year-round steam communication between Newfoundland, the United Kingdom and Canada and to maintain a postal service to Labrador. Finally, the terms stipulated that arrangements for confederation were not to be completed until an appeal had been made to the people of Newfoundland at the next general election.

In the meantime, however, a strong anti-confederation movement had grown up in Newfoundland under able leadership, and when, in 1869, the Government went to the country on a confederation platform, it was decisively defeated.

The French Shore.—One of the first problems to confront Newfoundland in the early days of responsible government was the difficult and complex question of the fishing rights on the coast of Newfoundland which had been accorded to France by Great Britain in a series of treaties in the 18th and early 19th centuries. The first of these was the Treaty of Utrecht in 1713, under which the French recognized the sovereignty of Great Britain over Newfoundland but retained certain fishing rights on a specified section of the coast, from Cape Bonavista around the northern tip of the Island to Point Riche on the west coast. On this part of the coast they were permitted

The Fathers of Confederation, 1864

KEY TO THE ACCOMPANYING PLATE

[illegible]

1.	LT.-COL. H. BERNARD (Sec.)*	15.	SIR A. G. ARCHIBALD.	29.	W. McDUGALL.
2.	W. A. HENRY.	16.	SIR H. L. LANGEVIN.	30.	R. D'A. MCGEE.
3.	E. PALMER.	17.	SIR J. A. MACDONALD.	31.	J. McCULLY.
4.	W. H. STEEVES.	18.	SIR G. E. CARTIER.	32.	A. A. MACDONALD.
5.	C. FISHER.	19.	SIR E. P. TACHE.	33.	W. H. POPE.
6.	E. WHELAN.	20.	GEORGE BROWN.	34.	J. M. JOHNSON.
7.	COL. I. H. GRAY (P.F.I.)	21.	T. H. HAVILAND.		
		8.	G. COLES.		
		9.	SIR F. B. T. CARTER.		
		10.	SIR AMBROSE SHEA.		
		11.	SIR S. L. TILLEY.		
		12.	J. C. CHAPAIS.		
		13.	E. B. CHANDLER.		
		14.	SIR A. CAMPBELL.		
		22.	SIR A. T. GALT.		
		23.	SIR O. MOWAT.		
		24.	J. COCKBURN.		
		25.	P. MITCHELL.		
		26.	R. B. DICKEY.		
		27.	SIR C. TUPPER.		
		28.	LT.-COL. J. H. GRAY (N.B.)		

***Not discernible in reproduction.**

in reference

12 (B.F.L.)

- 14. SIR A. C. BAKER
- 13. D. B. C. BAKER
- 12. T. C. C. BAKER
- 11. SIR G. T. B. BAKER
- 10. SIR A. B. BAKER
- 9. SIR A. B. BAKER

- 17. SIR H. B. BAKER
- 16. SIR G. T. B. BAKER
- 15. SIR A. B. BAKER
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THE LONDON AND WEST INDIA MERCHANTS

1851



The Fathers of Confederation, 1864.

to "catch fish and dry them on land", a right which was confirmed in the Treaty of Paris, 1763. Disputes soon developed as to the precise extent of the French shore and in the Treaty of Versailles, 1783, the limits of the French shore were changed so as to extend from Cape St. John on the northeast coast northward and along the whole of the west coast to Cape Ray. The rights were still confined to the catching of fish in territorial waters and drying fish on land and did not permit the French to erect buildings, save the huts necessary for the prosecution of the fishery, nor to winter on the Island.

The terms of these treaties were, unfortunately, ambiguous enough to permit different interpretations. The British Government held that British subjects had concurrent fishing rights on this part of the coast so long as they did not interfere with the French fishery; the French Government claimed exclusive use of the treaty shore. These different interpretations led to repeated negotiations between the French and British Governments and to constant and bitter conflicts between French and Newfoundland fishermen. A crisis was reached in 1857, when the British Government drew up a convention in which it recognized the French claim to exclusive use of the treaty shore. When the convention was placed before the Newfoundland legislature, this body adopted vigorous resolutions of protest and appealed to the mainland colonies for their support on the issue, which was believed to be a matter of constitutional right. In the face of Newfoundland's determined opposition the British Government, in the famous "Labouchère Despatch", reviewed its position and gave assurance that the British Government considered the consent of the community of Newfoundland to be "the essential preliminary to any modification of their territorial or maritime rights". The Labouchère Despatch has been prized as the Magna Carta of Newfoundland, guaranteeing it against Imperial encroachment.

The basic conflict between French claims to exclusive rights and Newfoundland claims to concurrent fishing rights and to settlement on the treaty shore was still not resolved. In 1872 Newfoundland won the right to appoint magistrates on the west coast, to grant land for mining and agriculture, and to representation of the inhabitants of the west coast in the Newfoundland legislature. At length, in 1904, as part of a general settlement of outstanding territorial issues, the British and French Governments entered into a general convention by which the French gave up their claims to an exclusive right of fishery in Newfoundland waters in return for territorial concessions in Africa. Thereafter the western and northern coasts were open to unrestricted settlement and development by Newfoundlanders.

United States Fishing Rights.—After the War of American Independence the new United States demanded, as part of the peace settlement, continuation of the fishing rights they had enjoyed in North Atlantic waters as British colonies. Great Britain at the end of the War was not in a position to resist American demands and the Treaty of Versailles in 1783 accorded United States inhabitants

equal rights with British subjects to fish in the waters of British North America, including Newfoundland.

After the War of 1812 the Convention of 1818 revived certain of these rights but withheld others. Although inshore fishing rights on the Nova Scotian coast were withheld from the United States under the Convention, these rights were continued along the Newfoundland south coast from Ramea Islands to Cape Ray, along the whole of the west coast northward to Quirpon Island and in Labrador from Mont Joli northward. The United States also secured the right for its fishermen to land and dry fish in any unsettled part of the southern coast from Cape Ray to Ramea Islands and in Labrador. In addition, they were allowed the privilege of entering bays and harbours in other parts of the Island for shelter, repairs or to obtain wood and water.

To conduct the fishery efficiently, however, the United States needed access to harbours for securing crews, transshipping supplies and obtaining bait. These facilities were important factors in negotiations with the United States.

Under the Reciprocity Treaty of 1854, in return for these port privileges and inshore fishing rights on the entire Newfoundland coast (as well as those of the maritime colonies), free entry was obtained by the United Kingdom for fish and fish products to United States markets. This Treaty, however, was abrogated by the United States and came to an end in 1866. Reciprocal inshore fishing rights and free access to the United States for fish oils were revived by the Treaty of Washington in 1871 but were later abrogated by the United States in 1885.

After the closing of the free market in the United States, friction developed. Newfoundland, dismayed at the loss of the United States market, passed a Bait Act in 1886 which prevented United States fishermen from buying bait in Newfoundland. The United States in return threatened an embargo on Newfoundland fish products. In 1890 Newfoundland resolved to enter into separate negotiations with the United States, and a draft convention was worked out between Sir Robert Bond (later Prime Minister of Newfoundland) and James A. Blaine, the United States Secretary of State. When the Canadian Government learned of the proposed arrangement it protested on the ground that the Atlantic fisheries had always been treated as a unit, and the British Government accordingly refused to approve the proposed "convention", which had not yet been approved by Congress. Canada's opposition to the so-called "Bond-Blaine Convention" of 1890 was deeply resented in Newfoundland. Under pressure of the British Government, Newfoundland continued to permit privileges to United States fishing vessels on the basis of a *modus vivendi*, but did so reluctantly. The fishing rights of the United States in Newfoundland waters were not finally clarified until The Hague Tribunal in 1910 defined United States rights of fishery in Canadian and Newfoundland waters under the Convention of 1818 and ruled that the territorial power had rights of reasonable regulation.

Economic Progress.—Once the decision not to enter Confederation had been taken, the new Government threw itself into schemes for internal development. Progress was made in road construction, agriculture was encouraged and a series of successful fishing seasons led to expansion in other directions. In 1874 revenue reached the record figure of \$841,588, imports were valued at more than \$7,000,000 and exports at more than \$8,000,000. In 1882 the Rope Walk was established for the manufacture of fishing gear, including cordage and cables which had previously been imported. It has remained one of Newfoundland's chief local industries. In 1884 a dry dock was completed at St. John's.

By 1874 the population was 160,000, of whom 45,800 persons were engaged in curing and catching fish and 26,000 were able-bodied seamen employed as fishermen. Besides these, the census returns of 1874 listed four bishops, 120 clergymen, 41 doctors, 589 merchants or traders and 1,004 farmers.

Up to the last quarter of the 19th century, no serious attempt had been made to open up the interior, but now this seemed for the first time to be practicable. Geological surveys, begun in 1838, had revealed mineral resources in the interior, there were timber reserves in the northwest and good agricultural land on the west coast. It was felt desirable to make the Island less dependent on one industry, the fishery, and to supply better communications than were possible by sea.

In 1880 a Railway Bill was passed for the construction of a line from St. John's to Hall's Bay in Notre Dame Bay, with branch lines to Harbour Grace and Brigus, a total of 340 miles. Work was begun in 1881 but the contract was not completed. A second contract was let in 1890 to a firm headed by Mr. (later Sir) Robert Reid, who had a long record of railway contracting in Canada and the United States. Three years later the contract was revised to provide for a complete cross-country line ending at Port aux Besques; it provided for large cash subsidies and land grants, as in the original contract of 1880, and in addition for monopoly rights to operate the railway and coastal steamers and other concessions. The line was completed on schedule in 1896, bringing the total of railway lines to approximately 613 miles.

Before its completion, however, the Island was faced with a financial crisis. The Government, hampered by lack of funds but anxious to continue the development of the country, made another contract in 1898 which became the object of much hostile criticism. Under the contract Reid was to operate the railway for a period of 50 years, to provide eight coastal steamers, purchase the dry dock, assume responsibility for the telegraph system, provide a street railway for St. John's and pave a portion of the city. In return for all this he was to receive additional land grants, bringing the total of land granted under the two contracts to 2,500,000 acres, and cash subsidies for carrying the mails, operating the coastal boats and constructing the street railway. Under this contract, as the British

Iron ore being taken from the Wabana Mines, Bell Island, which began operations in 1895.



Government pointed out, the Island handed over to a single individual the ownership of nearly all the Crown lands of any value and control of virtually all the Island's means of communication. The Bill became law but public agitation continued until the defeat of the Government which had sponsored it. Under the succeeding Government the contract was modified and the additional land grants of 1898 were withdrawn. The railway was subsequently placed under the Reid Newfoundland Company, inaugurated in 1901, which continued its operation until the Government took it over in 1923.

The economic benefits from railway construction were considerable. It provided employment during a period of serious depression and has since provided permanent employment for a considerable working force. It opened up new areas and stimulated the development of the pulp and paper and mining industries. It provided year-round communication for the first time between the east and west coasts. But the total benefits were less than anticipated and the Island's debt was substantially increased.

Set-Backs.—The period 1892-1894 was a calamitous one for Newfoundland. In February, 1892, a violent storm caused heavy loss of life and great distress. In July of the same year St. John's was devastated by a great fire. Twice before the city had been swept by fire, but the conflagration of 1892 far exceeded the earlier ones in its suddenness and damage. In less than 24 hours three-quarters of the city was reduced to ruins and nearly 11,000 people were rendered homeless. Many of the large public buildings and churches were destroyed. Property damage was estimated at \$20,000,000.



Sir Robert Bond, Colonial Secretary at the time of the Second Confederation Talks and later Prime Minister.

Two years later, while the Island was still recovering from this disaster, it was threatened with financial collapse. In December, 1894, one of the three banks at St. John's was forced to close, leading to a run on the other two, both of which had to refuse payment. Business came to a standstill and the resulting dismissal of workmen led to bread riots. The situation was all the more serious because one of the banks, acting as the financial agent of the Newfound-

land Government, was obligated to pay the half-yearly interest on the public debt on Jan. 1, 1895. Consequently the bank crash gravely impaired the public credit.

The Newfoundland Government appealed for aid to Great Britain, but felt unable to accept it on the conditions offered, which implied the possible application of financial control by the Imperial authorities. The Newfoundland Government decided instead to investigate the possibility of reopening talks on Confederation, which had been undertaken without success eight years previously by Canadian and Newfoundland leaders. The British Government in the meantime made an immediate grant for relief purposes.

Second Confederation Talks.—The suggestion that negotiations for confederation be reopened was welcomed by the Canadian Government. The two delegations met at Ottawa for discussion from Apr. 4 to Apr. 16, 1895. The main obstacle proved to be financial terms, particularly the method of computing the public debt, which amounted to \$15,800,000, including expenditure on the railway and the cost of its operation over a period of years. Newfoundland proposed that Canada should take over the railway, and that the amount spent by Newfoundland on the completed section should be deemed an asset and deducted from the total debt. Canada, however, did not wish to take over the railway and was unwilling to deduct the Newfoundland investment in it from the total debt. Although both sides made concessions on other points, a gap of just under \$200,000 per annum still remained between Newfoundland's estimate of its fiscal need and what the Canadian Government felt it could

pay. The financial terms offered by Canada were substantially better than those enjoyed by the existing provinces and the Canadian Government felt unable to go further lest other provinces might have an excuse for complaining of inequality and demanding improvements in their terms. After an unsuccessful plea to the British Government to take over part of the debt, the talks were abandoned.

The situation in Newfoundland was saved by the action of Mr. (later Sir) Robert Bond, the Colonial Secretary, who pledged his personal credit to the extent of \$100,000 which, in addition to Government securities, made it possible to obtain a temporary loan in Montreal. Finally a long-term loan was raised in London and the Island was saved from financial ruin.

Despite the failure of these negotiations, Newfoundland was steadily being drawn closer to Canada over the quarter century before the First World War. The completion of the railway in 1896, and the establishment of a regular steamship service between Port aux Basques and Sydney, linked Newfoundland with the railway system of the continent. The Wabana Mines at Bell Island began operations in 1895 to supply the iron ore for the growing steel industry at Sydney. After the failure of the commercial banks in Newfoundland in 1894, Canadian banks established branches there and the Canadian dollar became the accepted currency.

By 1914 Newfoundland's economy, though still highly dependent on fishing, was much more diversified than it had been twenty years before. The opening of a large pulp and paper industry at Grand Falls in 1909 and the expansion of iron mining at Bell Island had provided new employment and new products for export. Exports during the twenty years following 1894 had risen from about \$5,800,000 to almost \$15,000,000. In 1894 about 90 p.c. of Newfoundland's exports consisted of fish and fish products; in 1914, though the value of fish exports had doubled, they made up less than 74 p.c. of the total. Exports of iron ore had risen in the same period from about \$500,000 to more than \$1,500,000. Exports of forest products, in 1894 less than \$85,000, had increased by 1914 to about \$2,300,000.

The First World War.—In proportion to wealth and population, Newfoundland's contribution in the First World War was outstanding. Approximately 8,500 men were enrolled, nearly 7,000 in the Newfoundland Regiment and Forestry Corps, the remainder in the Royal Navy. Casualties were extremely high. In the Newfoundland Regiment about 1,300 were killed and over 2,300 wounded; of those who enlisted in the Royal Navy about 180 lost their lives and 125 were invalided home.

Of the men in the Naval Service, the *Cambridge History of the British Empire* says:—

The seamen of Newfoundland had long been known in the Navy as efficient and resourceful, but the end of the War left them with a greatly enhanced reputation. They readily undertook almost impossible boarding operations in wild seas which others would not face. Nothing but praise was accorded by the Fleet.



The Newfoundland War Memorial, overlooking St. John's Harbour, was built after the First World War near the spot where Sir Humphrey Gilbert took possession of Newfoundland in 1583.

The great test of the Newfoundland Regiment came at Beaumont-Hamel in the Battle of the Somme, on July 1, 1916. They went into action 753 strong; only 68 answered the roll call next day. A memorial to the fallen stands on the field of Beaumont-Hamel and on Commemoration Day* the people of Newfoundland gather at their war memorials in remembrance.

The War brought an unparalleled boom. Prices of fish rose to unprecedented heights and catches were unusually good. Employment and business turnover were high. A spirit of optimism, combined with a generous patriotism, induced the Newfoundland Government to undertake financial responsibility for Newfoundland troops sent overseas. This added greatly to the costs of government. The public debt was increased by \$10,000,000 and provision for war pensions proved to be a continuing burden. There can be little doubt that this addition to debt and overhead was an important factor in bringing about the financial crisis after 1930.

The end of the war boom brought a sharp collapse. There were many business failures; export prices of fish fell, between 1920 and 1923, to one-half their former level and direct relief was needed in

* July 1, if a Sunday; otherwise the nearest Sunday to July 1.

many communities. Recovery was gradual but by 1929 Newfoundland was again enjoying a mild boom. Fish prices had recovered to higher levels than before the War. The opening of a new pulp and paper mill at Corner Brook in 1925 had led to considerable expansion on the west coast and tripled the export value of forest products. Although the Nova Scotia steel industry languished during the late 1920's, exports of iron ore to Germany and Holland and rising prices more than made good the loss so far as Bell Island was concerned. In 1928 the copper-zinc-lead mine at Buchans was brought into production. In 1930 total exports exceeded \$39,000,000 as compared with about \$19,100,000 in 1922. The economy remained nonetheless highly dependent on external markets.

Labrador.—The fishing grounds off the Labrador coast, which are a natural extension of those off the coast of Newfoundland, have been fished from Newfoundland from earliest times. For this reason the administration of Labrador was first entrusted in 1763 to the Governor of Newfoundland. However, in 1774, Labrador was transferred to Quebec by the Quebec Act, only to be re-transferred to Newfoundland in 1809.

The British North America (Seignorial Rights) Act of 1325 again transferred to Quebec the portion of the coast west of a line drawn due north from the Harbour of Anse Sablon, since Quebec fishermen plied this area of the coast. Generally speaking these various Acts were concerned primarily with jurisdiction over actual coastal areas, no attempt being made to define the inland boundaries of the area. The question of the exact location of the inland boundary between Labrador and Quebec was not raised until 1888, and no settlement was reached until 1927, after an agreed reference for arbitration to the Judicial Committee of the Privy Council.

In brief, Canada claimed that the "Coast of Labrador" as used in the various treaties, comprised, in its depth inland, "only so much of the land immediately abutting on the sea, above low-water mark, as was accessible and useful" to fishermen. Newfoundland claimed that the term included the area inland to the watershed of rivers draining eastward into the Atlantic.

The Judicial Committee found in the main in favour of Newfoundland's claim, ruling that the boundary was a line drawn due north from the Harbour of Anse Sablon as far as the fifty-second degree of north latitude, thence along that parallel to the River Romaine, and thence northward and westward to Cape Chidley along the crest of the watershed of rivers flowing into the Atlantic Ocean. Thus Newfoundland's sovereignty was confirmed over an area of approximately 110 square miles of Labrador.

Economic Collapse.—During the decade 1920-30 the Newfoundland Government had greatly extended its obligations. The Newfoundland Railway, after years of unsuccessful financing, was finally unable to carry on and in 1923 was taken over by the Government with all its subsidiary enterprises including coastal steamships.

During the next ten years the Government poured an average of \$1,000,000 a year into the Railway. The Newfoundland Royal Commission of 1933 estimated that the net cost of the Railway to the country since its inception was \$42,500,000, of which \$39,500,000 was included in the national debt. The Government had also embarked on a program of road building for which another \$10,700,000 had been borrowed. Thus in 1933 close to half the total debt was directly chargeable to railways and highways.

It was a period of easy borrowing. Between 1920 and 1932 the public debt doubled and the average budget deficit on current account was \$2,000,000; by 1932, 56 p.c. of the average revenue over these years was needed to meet interest charges. Fully 95 p.c. of the debt was held externally.

Thus when the depression struck in 1929-30, Newfoundland was in an extremely vulnerable position. In three years the value of exports dropped from about \$39,200,000 to about \$22,800,000; in two years the export prices of dried cod had been cut in half. By the winter of 1932-33 a quarter of the population was on government relief. Public revenues dropped from about \$11,600,000 in 1929-30 to less than \$8,000,000 in 1931-32. Despite heroic retrenchment the Government could not carry on financially, and its credit was at an end. In 1933, the new Government requested the United Kingdom Government to appoint a Royal Commission to investigate the financial situation and make recommendations.

Loss of Responsible Government.—Although recognizing the Island's inherent economic difficulties, the main remedies proposed by the Commission were constitutional and financial. The constitutional recommendations were that Newfoundland should be "given a rest from party politics", that the existing form of government should be suspended until such time as the Island should again be self-supporting, and a special Commission of Government, composed of six members, three from Newfoundland and three from the United Kingdom, under the chairmanship of the Governor, should be established to govern the Island under the supervision of the Dominions Office. With regard to finance, it was recommended that the United Kingdom Government should assume general responsibility for the Island's finances until such time as Newfoundland should be self-supporting again, it being understood that responsible government would then, on request of the people of Newfoundland, be restored. These recommendations were approved by the newly elected Newfoundland Legislature and implemented by the United Kingdom Parliament in the Newfoundland Act, 1933.

The Commission of Government took office on Feb. 16, 1934, and governed the Island until union with Canada became effective on Mar. 31, 1949. The Commission was faced with abnormal difficulties due to world trade conditions which severely limited the market for salt cod. The Commission's first task was to give assistance to the fishing industry by first building and later subsidizing the construction

of fishing vessels and by creating the Fisheries Board, under which marked progress was made in improving standards of production and methods of marketing. By 1939, though prices were still low, the industry was much better organized to meet new conditions of international trade.

An effort was also made to improve farming through education, cash bonuses and a scheme of land settlement. Little could be done for the forest industries since most of the forest land was already controlled by the paper industry, and its output depended on foreign markets. Geological survey was extended and new ore bodies investigated. The main line of the railway was restored to pre-depression standards, several new coastal steamers were added to the service, and local roads were provided for communities in urgent need of transportation to rail or steamer ports. A further accomplishment was the improvement in public services. Expenditures on health and education were doubled. The Civil Service was reorganized and methods of administration were greatly improved.

The Second World War.—At the outbreak of war in 1939. Newfoundland was without direct defences of any kind: it had no military forces of its own and no British garrison; it had no fixed defences or fortifications; it had no facilities for supplying naval ships; and although there was a dry dock at St. John's no large naval ship could safely enter the harbour. Newfoundland's strategic position for transatlantic civil aviation had, however, been foreseen and a new civil airfield had been constructed jointly by the United Kingdom and Newfoundland Governments at Gander, and limited

Fort Pepperrell, United States Army Base, is located on the north side of Quidi Vidi Lake on the outskirts of St. John's.



facilities had been provided at Botwood for flying boats. Apart from this, the Island was as unprepared for war as it had been in 1914.

Immediately on the outbreak of war, arrangements were made to recruit personnel for the United Kingdom forces and for a local defence force, but virtually no arms or training equipment were available. Gander and Botwood were made available to the Royal Canadian Air Force for patrolling coastal waters, and from time to time small patrol forces based at Dartmouth, N.S., used these bases.

The military collapse in Western Europe in the spring of 1940 immediately altered the situation. From the standpoint of North American defence, an undefended Newfoundland was now a serious hazard, and with the consent of the Newfoundland Government Canadian troops were despatched in June for the defence of Gander Airport. Canadian forces were gradually expanded and posted at other strategic points. Newfoundland's local defence forces were also increased and placed under Canadian command. By agreement with the Newfoundland Government, Canada took over Gander and Botwood air bases for the duration of the War and greatly enlarged and improved them. In 1941 Canada acquired a ninety-nine year lease to an area at Goose Bay, Labrador, for the construction of a military air base which should be available to the United States and the United Kingdom air forces during the War and for such time thereafter as was deemed desirable in the interests of common defence. Canada also constructed an air base at Torbay near St. John's, primarily for fighter aircraft for the defence of the St. John's area and, by agreement with the Newfoundland and United Kingdom Governments, constructed a naval base at St. John's on behalf of the British Admiralty, management and operation of the base during the War being the responsibility of the Royal Canadian Navy.

The United States, no less than Canada, felt compelled to take a hand in the defence of the Newfoundland region following the military collapse in Europe in 1940. In September, 1940, the United Kingdom Government announced that the United States would be granted areas for the construction of bases in the West Indies, Bermuda, and Newfoundland, and a treaty providing for these bases was signed between the two Governments on Mar. 27, 1941. A protocol annexed to the Bases Agreement and signed by the representatives of the United Kingdom, the United States and Canada provided for the protection of Canadian interests in the defence of the Newfoundland region. Under the Bases Agreement the United States acquired three areas in Newfoundland, on which it rapidly constructed bases: one adjacent to St. John's, where an Army garrison base, Fort Pepperrell, was constructed; a second at Argentia on the west side of the Avalon Peninsula, where a gigantic naval and naval air base was developed; and the third at Stephenville on the west coast, where a staging airfield, Harmon Field, was constructed.

As a result of the extension of Canadian and United States defence activities, Newfoundland became one of the heavily fortified areas on the continent. But it was much more than a defence bastion



Goose Bay Airport, Labrador, was constructed by Canada in the early years of the Second World War.

against attack on North America; it was perhaps even more important for the maintenance of communications across the North Atlantic. The new naval base of St. John's was extremely useful as an advance base for convoy escort forces. The new air bases also made possible air coverage of convoys in the later stages of the War, and Gander and Goose Bay in particular were of major importance as staging fields for ferrying aircraft to the United Kingdom and later to the European mainland.

As in 1914-18 the people of Newfoundland made significant contributions to the common effort: about 10,000 went overseas, either to the United Kingdom forces or as a forestry unit, and about 1,500 men and 525 women served in the Canadian Forces; there was a heavy loss in Newfoundland shipping; and over \$12,000,000 of the Government's accumulated surplus was lent to the United Kingdom, interest free. This time, however, Newfoundland did not attempt to finance its forces overseas as in 1914-18, except to the extent of supplementing pensions and post-discharge benefits to bring them up to the Canadian standard.

In order to reduce the carrying charges on the public debt the Commission of Government, immediately after assuming office, had arranged for the consolidation of outstanding bond issues into a single sterling issue at 3 p.c., guaranteed as to principal and interest by the United Kingdom.

By the winter of 1940-41, the economic effects of heavy defence expenditure by Canada and the United States were being felt. In 1941, for the first time since 1919, Newfoundland enjoyed a surplus of revenues over expenditures and continued to do so to the fiscal

year commencing Apr. 1, 1947. A cumulative surplus of approximately \$30,000,000 was available at Mar. 31, 1948, including the interest-free loan to the United Kingdom.

Confederation.—Although Newfoundland had become at least temporarily self-supporting again during the War, the United Kingdom Government decided that consideration of constitutional changes should be delayed until after the close of hostilities. In December, 1945, it announced that a National Convention would be elected by the people of Newfoundland to assist them in coming to a “free and informed decision as to their future form of government”.

The Convention was elected in June, 1946, and its 45 members met in the following September. Its terms of reference were:—

To consider and discuss amongst themselves as elected representatives of the Newfoundland people, the changes that have taken place in the financial and economic situation of the Island since 1934 and, bearing in mind the extent to which high revenues of recent years have been due to wartime conditions, to examine the position of the country and to make recommendations to His Majesty's Government as to possible forms of future government to be put before the people at a national referendum.

In May, 1947, a delegation was sent to London to ascertain what financial relations might be expected to exist between the United Kingdom Government and Newfoundland under (a) continuation of Commission of Government as then constituted, (b) a revised form of the Commission, and (c) responsible government. The reply was that under the first the fiscal and financial relations would remain as then existing and the United Kingdom would continue to be responsible for Newfoundland's financial stability; under the second, the responsibility of the United Kingdom for Newfoundland's financial stability would depend upon the precise form of revision; under responsible government Newfoundland would bear full responsibility for her own finances.

In February, 1947, the National Convention had passed a resolution to send a delegation to Ottawa to ascertain from the Government of Canada “what fair and equitable basis may exist for federal union of Newfoundland and Canada”. A similar resolution to send a delegation to Washington to ascertain the terms on which union with the United States might be effected, was defeated by a large majority.

A delegation of seven members* was sent to Ottawa in June, 1947, and discussions with the Committee of the Canadian Cabinet† continued into September. On Oct. 29, 1947, the Canadian Prime Minister sent the Governor of Newfoundland for transmission to the National Convention a statement of terms which the Government of Canada would be prepared to recommend to Parliament as a basis

* F. G. Bradley, K.C., Chairman, T. G. W. Ashbourne, Charles H. Ballam, Rev. Lester L. Burry, P. W. Crummey, G. F. Higgins, and J. R. Smallwood.

† Rt. Hon. Louis S. St. Laurent, K.C., Rt. Hon. J. L. Ilsley, K.C., Rt. Hon. C. D. Howe, Hon. Brooke Claxton, K.C., Hon. D. C. Abbott, K.C., Hon. J. J. McCann, M.C., Hon. H. F. G. Bridges, and Hon. W. McL. Robertson.

for union, should the people of Newfoundland desire to enter Confederation.

After prolonged debate the National Convention recommended to the United Kingdom Government, on Jan. 29, 1948, that two choices be placed before the people, the restoration of Responsible Government and continuation of Commission of Government. A motion to include Confederation on the ballot was defeated in the Convention by a vote of 29 to 16.

The United Kingdom Government, after due consideration, decided to add Confederation to the ballot, having concluded that "it would not be right that the people of Newfoundland should be deprived of an opportunity of considering the issue at the referendum". The official statement pointed to Canada's offer being based on long discussion with a delegation from the Convention, to the support for Confederation shown in the Convention, and to the fact that the issues had been sufficiently clarified to enable the people to decide whether Confederation would commend itself to them.

At the first poll of the National Referendum, held on June 3, 1948, after wide public discussion, 155,777 (more than 88 p.c.) of the 176,297 registered voters went to the polls. Responsible Government received 69,400 votes, Confederation 64,066 and continuation of Commission of Government 22,311 votes. As no form of Government had received an absolute majority, a second poll was required on the two forms receiving the most votes, in accordance with the conditions previously announced by the United Kingdom Government.

At the second poll on July 22, 1948, approximately 85 p.c. of the voters turned out. Some 78,323 voted for Confederation with Canada and 71,334 for Responsible Government. Eighteen of the 25 electoral districts as established in 1933 showed a clear majority for Confederation.

On July 30, 1948, the Prime Minister of Canada announced that the result of the referendum was "clear and beyond all

*Confederation
headed the news
in Newfoundland
newspapers in
July, 1948.*



possibility of misunderstanding", and that it was welcomed by the Government of Canada. He added that the Government would be "glad to receive with the least possible delay authorized representatives of Newfoundland" to negotiate Terms of Union.

Negotiations opened at Ottawa on Oct. 6, 1948.* The basic problem was that of including within a matured federal system a country that had developed independently of the other provinces and whose economy and administrative arrangements were very different. As in 1864, and more particularly 1895, the financial aspects of the problem presented the greatest difficulty. On the one hand, Newfoundland could not be expected to enter Confederation unless it received reasonable assurance that it could carry on financially as a province. On the other hand, it was obviously desirable that the financial arrangements for Newfoundland should fit as nearly as possible into the existing framework of financial relations between the Federal Government and the provinces.

The main provisions of the Terms ultimately arrived at were as follows: (1) the Federal Government was to take over Newfoundland services which were at the time normally provided for other provinces, including the government-owned railway; (2) the Federal Government was to assume responsibility for Newfoundland's sterling debt (about \$63,000,000 net, or about 90 p.c. of the total); (3) Newfoundland was to retain its surplus which had been accumulated during the war and post-war years; (4) Newfoundland, as was the case with other provinces, was to receive from the Federal Government stated annual subsidies in perpetuity; (5) in addition in order to enable Newfoundland to develop revenue-producing services similar to those of existing provinces, it was to receive annual transitional grants over a period of twelve years, the grants to diminish over the period and cease at its end; (6) the Federal Government was to appoint within eight years of Union a Royal Commission to review Newfoundland's financial position and to recommend the form and scale of additional financial assistance, if any, which might be required by the Government of Newfoundland to enable it to continue public services at then prevailing levels without resorting to taxation more burdensome, having regard to capacity to pay, than that of the Maritime Provinces. The total financial aid thus given Newfoundland was proportionately higher than that given to other provinces at the time they joined Confederation or were created, but it was felt that Newfoundland's special problems justified somewhat special financial treatment.

On Dec. 11, 1948, the Terms of Union were signed in the Senate Chamber at Ottawa by six of the seven members of the Newfoundland delegation on behalf of Newfoundland and by the

* The Newfoundland delegation was headed by the Hon. A. J. (later Sir Albert) Walsh. Other members were: F. G. Bradley, K.C., C. A. Crosbie, P. Gruchy, C.B.E., J. B. McEvoy, C.B.E., K.C., J. R. Smallwood and G. A. Winter.

The Committee of the Canadian Cabinet included: Rt. Hon. Louis St. Laurent, K.C., Rt. Hon. C. D. Howe, Hon. Brooke Claxton, K.C., Hon. D. C. Abbott, K.C., Hon. J. J. McCann, M.C., Hon. M. F. Gregg, V.C., Hon. R. W. Mayhew, and Hon. L. B. Pearson.

Terms of Union being signed by Canada's Prime Minister, the Hon. Louis S. St. Laurent, and the Hon. A. J. Walsh, head of the Newfoundland Delegation. The inkstand is the historic one used at the Quebec Conference in 1864.



Prime Minister and the Acting Secretary of State for External Affairs on behalf of Canada.

A Bill to approve the Terms of Union was passed by the Canadian Parliament and given the assent of the Governor General on Feb. 18, 1949. On Feb. 21, the Commission of Government in Newfoundland announced its approval and shortly afterwards a Bill to confirm and give effect to the Terms of Union was introduced in the British House of Commons. This Bill received Royal Assent on Mar. 23 as the British North America Act, 1949. In accordance with the Terms, Newfoundland joined Canada as its tenth province at midnight on Mar. 31, 1949.

Signed in duplicate at Ottawa this eleventh day of December, 1948.

On behalf of Canada:

Louis St. Laurent

Robert L. Brown

On behalf of Newfoundland:

Albert J. Walsh

Philip G. G. G. G.

Philip G. G. G.

John A. Smallwood
Joseph R. Smallwood
John A. Smallwood



The Colonial Building at St. John's has been Newfoundland's seat of government for a hundred years.

Provincial, Municipal and Local Government

★ *Provincial Government*

THE Island's government at the end of the period of responsible government in 1934 consisted of: a Governor, representing the King, appointed by the Crown; an Executive Council, formally appointed by the Governor; a Legislative Council, appointed for life by the Crown, with a nominal membership of 26, though in 1933 there were only 17 members; a House of Assembly, elected by and responsible to the people, with a membership of 27 (reduced in 1932 from 40).

The franchise for election to the House of Assembly was limited to British subjects of not less than two years' residence. Men were entitled to vote at 21 and, as from 1925, women at 25 years of age. In 1925 there were 37 electoral districts, but the number was reduced in 1932 to 24, three of which returned two members each. There were two main political parties, Liberals and Conservatives; the latter were in office in 1933.

In 1934 the existing constitution was suspended and government entrusted to a special Commission of Government, appointed by the United Kingdom (see p. 34). The Commission consisted of six Commissioners, three from Newfoundland and three from the United Kingdom, and the Governor, who acted as chairman as well as representative of the King.

Under the British North America Act a provincial legislature may amend the provincial constitution except with respect to the office of Lieutenant-Governor. This provision assumes that a constitution comes into existence at the time the province is created or joins Confederation. In the case of Newfoundland, those who negotiated the Terms of Union were faced with the unusual situation that Newfoundland up until union would be governed by a Commission of Government rather than an elected legislature and executive responsible to it, as was the case in all existing provinces. If Newfoundland was to have a constitution similar to that of other provinces, provision had to be made for a provincial constitution to become effective at the date of union and for the holding of provincial elections in order to permit of the establishment of responsible government in the Province. Provision had also to be made for an interim government during the period that would elapse between the date of union and the holding of a provincial election.

To meet these difficulties the Terms of Union provided as follows:

(1) The constitution of Newfoundland as it existed prior to Feb. 16, 1934, should be revived, subject to the provisions of the



*The Court House,
St. John's.*

British North America Acts, 1867-1946. The exception was that there should be no legislative council, although one might subsequently be established by the legislature of the province. Since responsible government was in force before Feb. 16, 1934, the provisions of the Act for the restoration of the constitution existing before that date had the effect of restoring responsible government within the field of responsibility remaining with the province.

(2) Provision was also made for the appointment of a Lieutenant-Governor, as in the case of other provinces. The Lieutenant-Governor, individually or in Council, became vested with the powers of the Governor, individually or in Council, existing prior to Feb. 16, 1934, except in so far as these powers were transferred to the Governor-General by the Terms of Union. In addition, executive powers vested in the Commission of Government were to continue to be exercised, so far as they were capable of exercise, by the Lieutenant-Governor and his Ministers.

(3) Provision was also made for holding a provincial election and for calling together an elected legislature of the province not later than four months after union. Since the terms also provided for the continuation of Newfoundland laws until altered or repealed by the appropriate authority, the electoral laws of Newfoundland in force before union thus applied for the first provincial election. The Terms of Union, however, made two important changes: the suffrage was to be extended to women at the full age of 21 (previously 25) years; and Labrador, which had not hitherto been separately represented except on the one occasion of the election of members for the National Convention, would be entitled to one member in the provincial legislature.

On Apr. 1, 1949, the day after Union became effective, Sir Albert Walsh, formerly Commissioner of Justice and Defence in the Commission of Government, who had been chairman of the Newfoundland delegation to Ottawa in 1948, was sworn in as Lieutenant-Governor of the new Province. The new Lieutenant-Governor promptly called upon Mr. J. R. Smallwood, who had been a member of the 1947 and 1948 delegations to Ottawa, to form an interim government.*

In the first provincial election, held on May 27, 1949, Mr. Smallwood's government was sustained by a large majority, winning 23 out of a total of 28 seats. The first provincial legislature was summoned to meet on July 13, 1949.†

Newfoundlanders participated for the first time in a Federal election in June, 1949. Seven Newfoundland members‡ were elected to the Canadian House of Commons, including Mr. F. Gordon Bradley, whose appointment as Secretary of State for Canada had been announced by the Canadian Prime Minister on April 1. Mr. Bradley also had been a member of both Newfoundland delegations to Ottawa to discuss confederation. Newfoundland is to be represented in the Canadian Senate by six members.§

★ *Municipal and Local Government*

In contrast with central government, local government has been slow to develop in Newfoundland because the communities are small and scattered and because cash incomes have until recently been low and the people unaccustomed and opposed to direct taxation. Over wide areas the provision of services and their control has in the past fallen to the central government, which derived its revenues almost wholly from indirect taxes.

Of the urban areas, St. John's was the only incorporated municipality up to 1942. In 1933 a Local Government Act had been passed but it was not until November, 1942, that the first two municipalities outside St. John's were established. As of July, 1949, there were 21 incorporated municipalities, besides St. John's, with an average population of between 1,000 and 2,000. In 1948 the

* Premier and Minister of Economic Development, Hon. J. R. Smallwood; Minister of Health, Hon. H. W. Quinton; Minister of Social Welfare, Hon. H. L. Pottle; Minister of Home Affairs, Hon. P. S. Forsey; Minister of Public Works, Hon. M. J. Sinnott; Minister of Labour, Hon. C. H. Ballam; Minister of Education, Hon. S. J. Hefferton; Minister of Finance, Hon. G. A. Winter; Minister of Justice, Hon. L. R. Curtis; Minister of Natural Resources, Hon. W. J. Keough; Minister of Supply, Hon. Addison Bown.

† The Cabinet of the first elected Provincial Government included: Premier and Minister of Economic Development, Hon. J. R. Smallwood; Minister of Provincial Affairs, Hon. J. J. Spratt; Minister of Health, Hon. J. R. Chalker; Minister of Welfare, Hon. H. L. Pottle; Minister of Education, Hon. S. J. Hefferton; Minister of Finance, Hon. H. W. Quinton; Minister of Justice, Hon. L. R. Curtis; Minister of Labour, Hon. C. H. Ballam; Minister of Public Works, Hon. E. S. Spencer; Minister of Natural Resources, Hon. E. Russell; Minister of Fisheries and Co-operatives, Hon. W. J. Keough; Minister of Supply, Hon. P. S. Forsey.

‡ Hon. F. G. Bradley (Bonavista-Twillingate); Hon. C. W. Carter (Burin-Burgeon); Hon. T. G. W. Ashbourne (Grand Falls-White Bay); Hon. W. R. Kent (Humber-St. George's); Hon. G. F. Higgins (St. John's East); Hon. W. J. Browne (St. John's West); Hon. L. T. Stick (Trinity-Conception).

§ Newfoundland Members of the Senate appointed Aug. 17, 1949: Alex. D. Baird (St. John's); Ray Petton (St. John's); G. J. Penny (Ramea) (deceased Dec. 4, 1949).



The administration building in one of the larger settlements which houses the post office, the telegraph office, the magistrate's office and the police station.

total population under municipal government was approximately 78,500, including 45,000 in the city of St. John's. The "company towns" of Grand Falls and Corner Brook are administered by the pulp and paper companies situated there, and Buchans by the mining company.

St. John's city council, which dates from 1888, is responsible for the city's water supply, sewage and sanitation, streets and lighting, and various services which require regulation, such as building. The city of St. John's has contributed over \$2,000,000 to a housing development since the Second World War. Transportation is provided by private companies under franchise. Police, fire and public health and welfare services are provided by the Government of Newfoundland, the city making an annual contribution for fire protection. Municipal elections are held every four years. The city is empowered to enact bylaws.

Municipal governments in Newfoundland are very dependent on the central government. The amount collected in taxes is small; few municipalities impose property taxes. A large part of municipal revenue is provided by the central government, which makes a grant on a dollar-for-dollar basis up to \$3,000 and on a graduated scale thereafter. Municipal Councils outside St. John's look after such matters as local roads and bridges, the enforcement of sanitary regulations, the training of local fire brigades, sewage and water systems and local public buildings. There are no organized units of local government comparable to townships or counties such as exist in other eastern provinces of Canada.

Because of the nature of the economy, the small and scattered settlements and the low real property values, local and municipal governmental institutions are likely to be proportionately much fewer and Newfoundland's financial and administrative problems are likely to remain substantially different from those of other provinces.

The People

NEWFOUNDLAND'S population grew slowly and at the end of the 18th century totalled only about 20,000. The early years of the 19th century saw a large influx of Irish immigrants who settled mostly in the neighbourhood of St. John's and the southern part of the Avalon Peninsula. Since then immigration has dwindled away to nothing. In the present century there has been substantial emigration to Canada and the United States. The Canadian Census of 1941 listed 25,837, and the United States Census of 1940 listed 21,361 residents as Newfoundland born. Even so, the rate of increase has been fairly high as shown by the following figures:—

Growth of Population during the Present Century

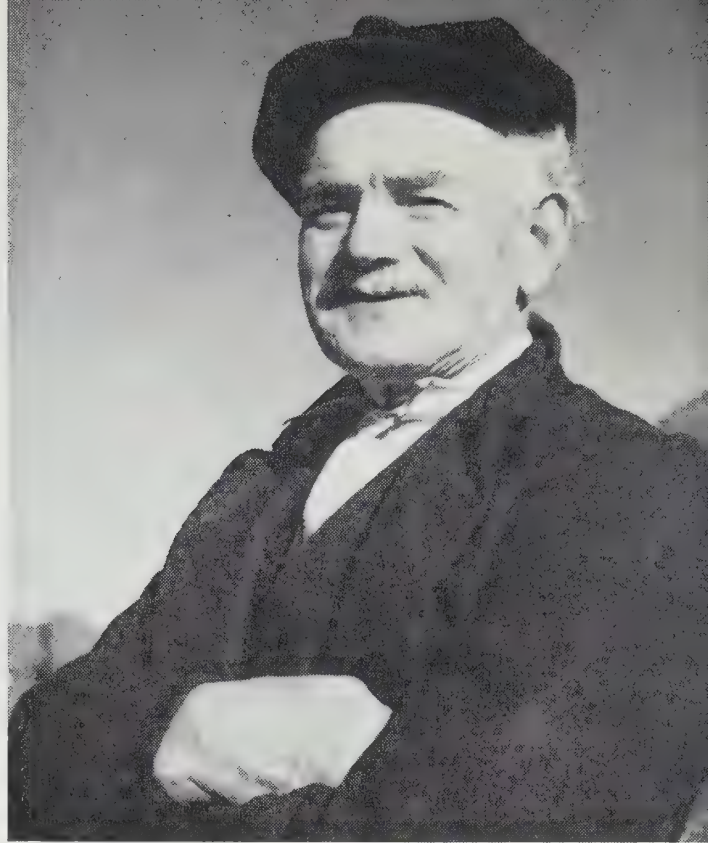
Year	Population	Period	Average Annual Increase per 1,000 Population
	No.		p.c.
1901.....	220,984	—	—
1911.....	242,619	1901-1911	9.79
1921.....	263,033	1911-1921	8.41
1935.....	289,588	1921-1935	7.21
1945.....	321,819	1935-1945	11.13

Of the total population, 98.5 p.c. are native born. About 60 p.c. are of English and Channel Island stock and 25 p.c. Irish; French and Scottish together make up about 6 p.c. of the population.

Newfoundland was settled by people who depended on the sea for a living, and early settlement was therefore in small coves and bays which offered shelter for boats and shore space for curing the catch. The population thus became thinly spread out along the coast. Though the economy has changed to some extent in the past

Typical homes in one of the larger outports — Bonavista, with a population of about 1,500





The sea breeds a hardy, independent people.

Family life is important in Newfoundland.



50 years, the old pattern of settlement still remains, and even today at least 90 p.c. of the people live beside the sea.

The most prolific fishing grounds lie off the southeastern part of the Island and there the density of population has always been greatest. Although the population has been expanding rapidly on the west coast and in the area about Grand Falls, some 43 p.c. of the people, according to the 1945 Census, still live in the Avalon Peninsula. With the exception of the communities that have grown up in the present century around the mining area of Buchans, the paper industry at Grand Falls and the power development at Deer Lake, the interior of the Island is still little developed. The north coast and the western part of the south coast are still only sparsely populated.

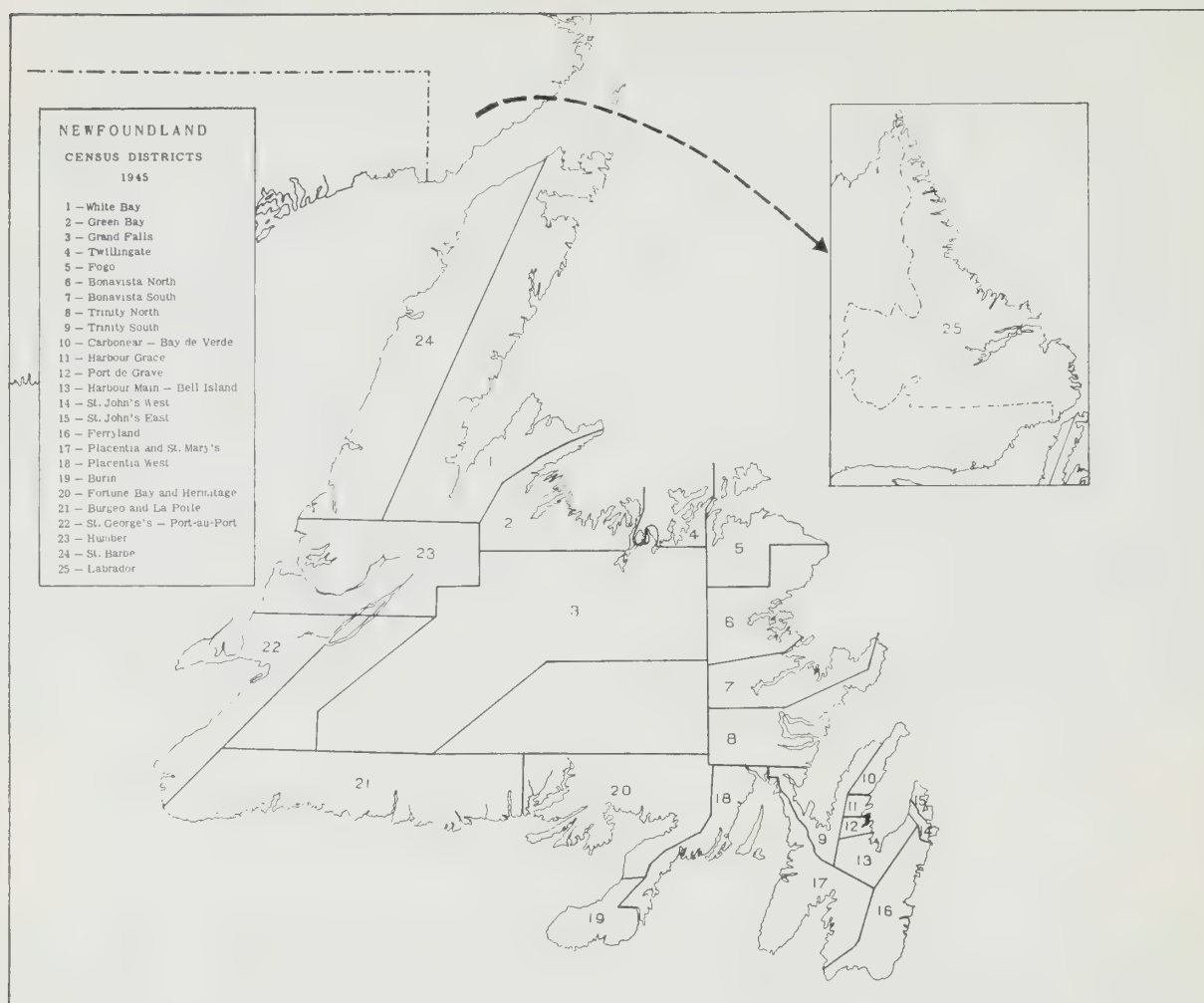
The resident population of Labrador is recorded in the 1945 Census as 5,525, including 699 Eskimo, 272 Indians and 153 persons of mixed Indian (or Eskimo) and European race. The white settlers and the Eskimos live mainly on the coast in small settlements; the Indians are nomadic and live by hunting and trapping in the interior. The largest single community in Labrador is the air base at Goose Bay, about 100 miles inland at the south of Lake Melville.

The following table shows the tendency over the past quarter-century for the population of the Island to decrease around the older fishing centres in the neighbourhood of Bonavista, Carbonear, Port de Grave and Ferryland on the east coast, and to increase around the industrial areas in the interior and on the west coast.

**Population and Percentage Change, by Districts,
Censuses 1921, 1935 and 1945**

NOTE.—Census districts are shown in the map on p. 50.

District	Populations			Percentage Change	
	1921	1935	1945	1921-35	1935-45
	No.	No.	No.		
White Bay	6,542	8,721	10,745	+33.3	+23.2
Green Bay	8,401	8,257	8,606	- 1.7	+ 4.2
Grand Falls	9,227	14,373	19,458	+55.8	+35.4
Twillingate	8,591	8,798	9,566	+ 2.4	+ 8.7
Fogo	9,224	9,590	10,077	+ 4.0	+ 5.1
Bonavista North	12,605	12,319	12,978	- 2.3	+ 5.3
Bonavista South	12,149	11,753	11,584	- 3.3	- 1.4
Trinity North	12,701	12,766	12,808	+ 0.5	+ 0.3
Trinity South	10,688	11,088	10,983	+ 3.7	- 0.9
Carbonear—Bay de Verde	15,307	13,409	12,825	-12.4	- 4.4
Harbour Grace	8,196	7,563	7,249	- 7.7	- 4.2
Port de Grave	9,991	8,750	8,278	-12.4	- 5.4
Harbour Main—Bell Island	13,619	15,017	17,549	+10.3	+16.9
St. John's West	24,791	29,565	36,435	+19.3	+23.2
St. John's East	23,010	25,321	28,821	+10.0	+13.8
Ferryland	7,367	6,682	6,346	- 9.3	- 5.0
Placentia and St. Mary's	8,504	8,454	9,448	- 0.6	+11.8
Placentia West	9,667	9,575	9,653	- 1.0	+ 0.8
Burin	10,293	10,668	10,940	+ 3.6	+ 2.5
Fortune Bay and Hermitage	10,540	11,334	11,445	+ 7.5	+ 1.0
Burgeo and La Poile	8,645	9,293	9,357	+ 7.5	+ 0.7
St. George's—Port au Port	8,822	9,748	13,074	+10.5	+34.1
Humber	4,745	15,166	20,560	+219.6	+35.6
St. Barbe	5,634	6,662	7,509	+18.2	+12.7
Labrador	3,774	4,716	5,525	+25.0	+17.2
Totals	263,033	289,588	321,819	+10.1	+11.1



**Settlements of 1,000 or Over Population,
Censuses 1901, 1921 and 1945**

Settlement	1901	1921	1945
	No.	No.	No.
Bay Roberts.....	2,226	2,168	1,301
Bell Island ¹	1,320	4,357	8,171
Bishop's Falls.....	20	843	2,522
Blackhead Road.....	—	—	1,116
Bonavista.....	3,696	4,052	1,401
Botwood.....	541	1,018	2,744
Buchans.....	—	—	1,395
Carbonear.....	3,703	3,320	3,472
Channel.....	807	994	1,297
Corner Brook.....	256	411	8,711
Curling.....	597	569	1,264
Deer Lake.....	57	17	1,927
Fogo.....	1,118	1,216	1,176
Grand Bank.....	1,427	1,869	2,329
Grand Falls.....	—	3,769	4,552
Great St. Lawrence.....	799	803	1,251
Harbour Grace.....	5,184	3,825	2,065
Humbermouth.....	—	369	1,914
Norris Arm.....	83	570	1,022
Pouch Cove.....	—	—	1,088
Spaniard's Bay.....	1,348	1,339	1,239
St. John's City.....	29,594	36,444	44,603 ²
Torbay.....	—	—	1,422
Upper Island Cove.....	799	901	1,080
Victoria.....	818	1,101	1,099
Windsor ³	—	—	2,772

¹ Refers to Bell Island as a whole, and includes such settlements as Lance Cove, Fresh-water and West Mines.

² This figure represents the number living within the incorporated limits of the city. The population of St. John's, including the outskirts, was 57,496 in 1945.

³ Formerly called Grand Falls Station.

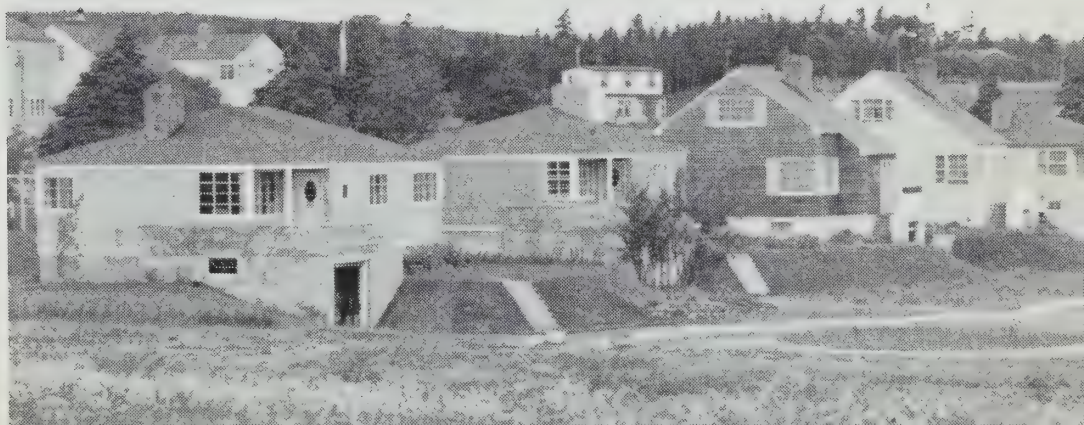
The majority of the people live in some 1,300 small settlements scattered along 6,000 miles of coast. Only 26 centres in the Island have a population of more than 1,000; about 90 range from 1,000 to 500 and the remainder have from 500 to 50 inhabitants or fewer. (See dot distribution map at end of book.)

So small and scattered a population presents peculiar difficulties of administration and transportation. In many of the smaller settlements there are no roads, and the sea provides the chief means of transportation. Travel is by boat in summer and by horse or dog-team in winter, along rough trails or across the frozen bays. In the northern part of the Island, where the harbours are ice-bound from January to May, the people must build up their winter supplies before the coastal boats stop running; after that they remain virtually shut off from the rest of the world until spring. Thus for a large part of the year the people of these communities must be self-sufficient, managing their own affairs and providing their own entertainment. One result of this isolation is that there has been little change in the way of living from generation to generation. Many obsolete words are still in use in isolated settlements, and the dialect remains much the same as it was in the days of the early settlers. Another result is the marked individuality of people and communities. In many places isolation has led to a considerable degree of inter-marriage, so that in some of the smaller settlements most of the population answer to three or four family names.

By contrast, living conditions in and about St. John's and the paper and mining towns tend to approximate more to conditions in similar communities on the North American mainland.

Religion plays an important part in the life of Newfoundland communities, as it usually does in sea-faring countries. The Roman Catholics are mostly of Irish ancestry, with a small percentage of French and English. The two main Protestant groups, Church of England and United Church, are mainly English. Since whole communities were originally settled as English or Irish, the population often runs in solid denominational blocs, one village being entirely Roman Catholic and another entirely Church of England or United Church.

*Modern houses
built by the
Housing Corpor-
ation, St. John's.*



Religious Denominations of the Population, Census 1945

Denomination	Number	Percentage
Roman Catholic.....	106,006	32.9
Church of England.....	100,878	31.4
United Church of Canada.....	80,094	24.9
Salvation Army.....	22,571	7.0
Pentecostal.....	7,558	3.8
Congregational and Presbyterian.....	1,548	
Other.....	3,164	
Totals.....	321,819	100.0

Place Names.*—Newfoundlanders have shown both imagination and humour in naming their numerous settlements. There is little of the usual tendency found in British colonies to repeat the names known in the mother country. Many of the names reflect feelings associated with the place. There are the happy feelings—Happy Adventure, Fortune, Sweet Bay, Heart's Delight; the feelings of unhappiness or hardship—Unfortunate Cove, Bad Bay, Misery Point, Wild Bight, Empty Basket, and Bareneed; the feelings of isolation—Seldom Come By, Stepside, and Come By Chance.

Some names are obviously nautical, like Topsail and Mizzen-topsail; others are indirectly associated with the ease or difficulty of navigation, such as Pushthrough which is entered by a narrow channel, Hell's Mouth which has an easy entrance in contrast with Big and Little Paradise which are difficult to enter.

Many indicate the presence of fishermen of various nationalities in the early days: English Harbour, French Bay, Jersey Harbour, Guernsey Island, Harbour Breton, Port aux Basques, Spanish Room, Portugal Cove, Canada Bay and Ireland's Eye. On the west and southwest coast particularly there are many French names, reminders of the Treaty Shore. The pronunciation is invariably anglicized, sometimes with amusing results, as in the case of Bay d'Espoir, which has had its meaning reversed in the pronunciation "Bay Despair".

A few other names culled at random from the map indicate the variety and originality of place names in Newfoundland: Lance Amour, Maiden Arm, St. Jones Within and St. Jones Without, Juniper Stump, Horse Chops, Harbour My God, Little Cat Arm, Whale's Gulch, Chimney Tickle, Lushes Bight, and the islands that are named in pairs: Fair and False, Lord and Lady, Bread and Cheese.

* See article by H. L. Keenleyside in the Canadian Geographical Journal, December, 1944.

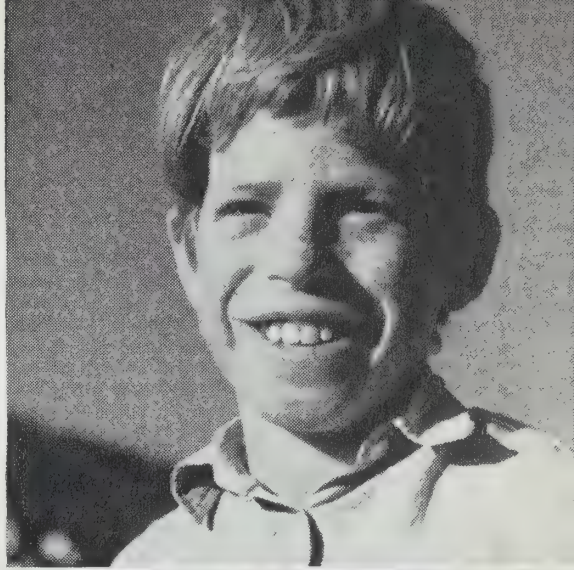


The Newfoundland dog is noted for its gentleness, courage and intelligence.

Cultural Activities. — While most of the Island's cultural activities are centred at St. John's, the capital and the oldest and largest city, the other towns and outports all make their distinct and valuable contributions to the cultural life of the country.

An art society, the St. John's Art Club, was founded in 1940 to encourage interest in art generally and in Newfoundland paintings in particular. Two public exhibitions are held each year, one usually showing the work of local and visiting artists who paint in Newfoundland, and the other showing reproductions in colour fea-

A healthy and happy generation of young Canadians is growing up in the new province.





*Newfoundland
children grow up
close to the
Church and the
sea.*

turing the work of one particular country or school of expression. Active members of the Club meet regularly for sketching and discussion.

A local theatre group, known as the St. John's Players, was organized in 1937 with the object of studying drama, producing plays and encouraging local playwriting. Among the plays produced have been three written by a Newfoundlander.

In most parts of the Island church and fraternal organizations frequently produce amateur plays and concerts which constitute an important element in public entertainment. Several communities in Newfoundland are members of the Community Concert Association and enjoy the regular concerts presented by this organization.

There are several literary and debating societies at St. John's, most of them connected with religious organizations. The oldest and best known is the Methodist College Literary Institute, St. John's, founded in 1867, which holds weekly meetings and arranges debates and lectures on subjects of current and literary interest. Similar clubs at St. John's include the Patrician Association and branches of the Anglican Young People's Association. Various private clubs in the capital and other parts of the Island encourage debates, reading and other cultural activities. Both the Round Table and the Royal Institute of International Affairs have active branches at St. John's.

The Newfoundland Historical Society preserves local records and monuments of historical interest.

Poetry seems to be the natural medium of expression for Newfoundlanders. A growing body of poetry is appearing in local magazines and newspapers. A few volumes of verse have been published by Newfoundlanders, a number of short stories and one or two novels.

Newfoundland has produced a characteristic music in its folk-songs and sea chanties. Many of these are traditional songs, inherited from English and Irish forefathers, but some have been composed or varied by the people. It has been the habit of fisherfolk in many of the outports to record in song local events, especially those of a tragic nature. These songs are known as "Come all Ye's", since the first line of many begins "Come all ye (jolly fishermen)". In 1929 some 185 of these songs and ballads were collected by the Vassar College Folklore Expedition,* and in 1929 and 1930 a member of the English Folk Song and Dance Society visited Newfoundland and noted over 200 songs, including variants. Thirty of these were published with music.†

* *Ballads and Sea Songs of Newfoundland*, collected and edited by Elisabeth Bristol Greenleaf. Harvard University Press, Cambridge, 1933.

† *Folk Songs for Newfoundland*. (2 Vols.) Maude Karpeles. Oxford University Press.

Corner Brook is attractively laid out with good streets and modern homes. In the foreground is the Company-operated hotel, Glynmill Inn.





Public Health and Welfare

★ *Public Health*

THE prolonged economic depression of the 1930's seriously undermined the health of a large number of the people of Newfoundland. Health conditions are now improving, thanks to the remedial measures of the Government and the higher standard of living resulting from the increased prosperity of recent years. Much, however, remains to be done.

A survey of nutrition was made in 1944 at the request of the Newfoundland Government by a group of experts from the United Kingdom, the United States and Canada and the investigators reported that the supply of food per person was not only inadequate, but lacked much of the vitamin content necessary for health. The ordinary diet of people on low incomes was found to contain little fresh meat and insufficient vegetables, the staple foods, apart from fish, being salt beef and pork, potatoes, turnips, cabbage, white bread, molasses and tea. The report noted that, as a result, a large proportion of the population, especially in the remote areas, showed many of the standard signs of malnutrition.

The health problem has been aggravated by the unsatisfactory housing conditions existing in many Newfoundland settlements, as in most shore-fishing communities in other countries. It should, however, be added that, despite adverse health conditions, the typical Newfoundlander possesses qualities of hardiness and endurance as proved by his ability to wrest his livelihood from a stern environment.

The generally poor living conditions in Newfoundland are reflected in the statistics of mortality, in the occurrence of epidemics, particularly of diphtheria, typhoid and scarlet fever, and in the prevalence of tuberculosis.

The death rate in Newfoundland is higher than in most other Commonwealth countries and the United States. In 1946 it was 10.4 per 1,000 of the population, compared with 9.4 for the same year in Canada and 10.0 in the United States. The infant mortality is even higher, though there has been a marked improvement over the past 30 years. From 177.9 in 1917 it has dropped irregularly until in 1946 it was 73.8 for every 1,000 live births. This still compares unfavourably with other English-speaking countries, however. In the same year Canada's rate was 47.0 and New Zealand's was 26.0.

Despite the high death rate, however, Newfoundland has a rapidly growing population. Although there has been little immigration, and a steady loss of population to larger centres on the mainland, the population has expanded almost 150 p.c. in the past century.

Newfoundland has higher death rates than the rest of Canada from tuberculosis, puerperal causes, congenital malformations and

diseases peculiar to the first year of life, diarrhoea, senility, and pulmonary infections. On the other hand, deaths from cancer, intracranial lesions, diseases of the heart, nephritis and accidents are, on the whole, lower than in other parts of Canada.

The worst menace to health in Newfoundland is tuberculosis, which accounts for 12.5 p.c. of all registered deaths, and between the ages of 15 and 44 accounts for more deaths than any other single disease and for more than half the total deaths from all diseases. It is estimated that 4 p.c. of the population have active tuberculosis and 75 p.c. have been exposed to the germ. The records indicate that the disease increases in times of depression and declines in periods of prosperity, and the Public Health and Welfare Committee of the National Convention emphasized in its report that although treatment and preventive measures were of great importance, the real cure for tuberculosis was a satisfactory standard of living. The death rate from tuberculosis in Newfoundland in 1946 was 122.0 per 100,000 of the population, compared with 47.4 in Canada and 36.4 in the United States.

Remedial Measures.—The Newfoundland Government has long been concerned about these health problems but until recently has lacked the means to take adequate measures. When the Commission of Government took office in 1934 the financial stringency of the long depression was relieved, and expenditures for health and welfare services were increased.

In 1945 a Nutrition Council of the Newfoundland Government was set up and a medical adviser, brought out from England, made concrete suggestions for improving the diet of the people. The steps taken by the Government included an increase in relief allowances, the removal of customs duties on margarine and canned milk and free distribution of milk and cod-liver oil to school children (or chocolate milk powder in outports where milk was not available). In a follow-up survey conducted in 1948 the investigators found definite signs of improvement.

Immunization programs, carried on through public-health clinics and in the schools, have noticeably reduced the number of cases of communicable diseases. During 1945 approximately 20,000 people were immunized.

The Newfoundland Tuberculosis Association was organized in 1944 as a voluntary agency for the education of the general public in anti-tuberculosis measures through the press, radio and films. It works in co-operation with the Department and with doctors and keeps in close touch with Tuberculosis Associations in other countries. This Association operates a boat which is equipped as an X-ray unit, and conducts surveys in the remote parts of the Island to detect cases of the disease in its early stages.

There is a Government-operated tuberculosis sanatorium at St. John's which, up to 1946, had a capacity of 250 beds. This was enlarged in 1946 by the taking over of a former Canadian Naval Hospital with a potential capacity of 280 beds. Another sanatorium



*The Government provides milk—here served in the form of hot cocoa—
for public school children.*

at Corner Brook, with a capacity of 250 beds, is expected to open before the end of 1949. A tuberculosis clinic at St. John's is operated by the Government for the treatment of out-patients.

The Avalon Peninsula, the most thickly populated part of the Island, has been served since 1938 by a Government-operated mobile clinic known as the Avalon Health Unit, which is equipped with X-ray and conducts tuberculosis surveys and public education work.

Medical Services.—Medical services have increased considerably since 1933, when there were 12 hospitals in Newfoundland and 83 practising doctors (apart from those attached to the Grenfell Mission). In 1949 there were 31 hospitals and 138 doctors listed by the Newfoundland Medical Association, of whom 46 were in private practice at St. John's. There are few specialists in Newfoundland and a limited number of dentists. St. John's is better served with medical facilities than the small settlements, though the difference has been less marked in recent years. The proportion of government and non-government services in 1948 for Newfoundland as a whole is indicated as follows:—



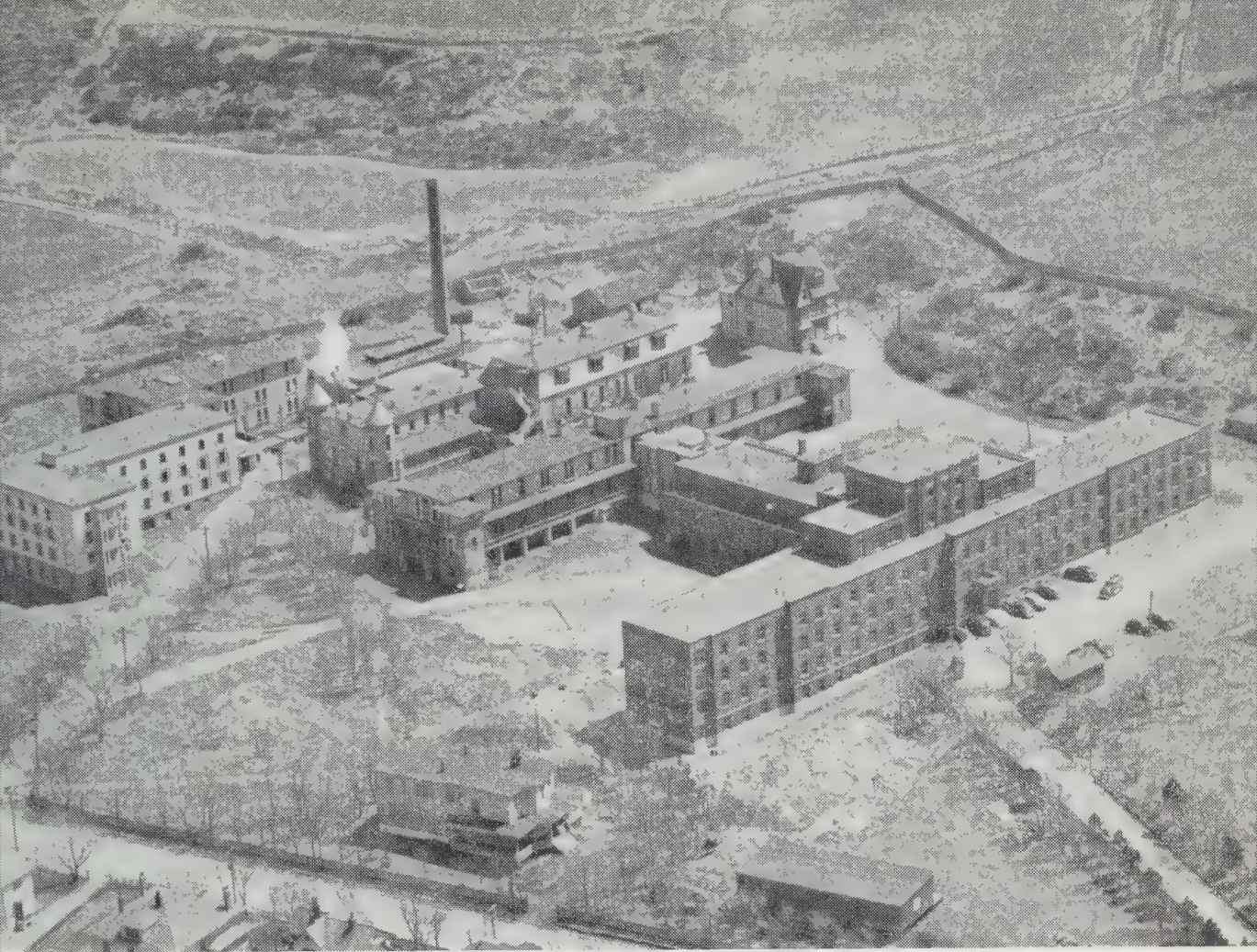
Cottage hospital at Corner Brook. In the background is the new Memorial Hospital which was under construction when this picture was taken in 1948.

<i>Item</i>	<i>Government</i>	<i>Non- Government</i>	<i>Total</i>
	No.	No.	No.
Hospitals	22	9	31
Nursing Stations	6	5	11
Beds	1,964	632	2,596
Doctors	61	65	138 ¹
Nurses	263 ²	142 ³	405

¹ As listed by the Newfoundland Medical Association—includes some retired. ² Includes 100 student nurses. ³ Includes 10 student nurses.

The Government operates five hospitals at St. John's: a general hospital with 476 beds, which is equipped to handle all types of cases except neuro-surgery, a sanatorium, a hospital for mental and nervous diseases with over 600 patients, an isolation hospital of 50 beds, and a former merchant navy hospital established during the War and now used mostly by war pensioners. In addition, the Government operates a home for the aged and infirm, many of whom require nursing care, and a convalescent home for orthopædic cases. St. John's has two other general hospitals, one run by the Salvation Army, and the other by the Sisters of Mercy. All private hospitals in Newfoundland receive government grants.

The towns of Corner Brook, Grand Falls and Buchans have hospitals of 130 to 170 beds each, operated by the Companies. The Notre Dame Memorial Hospital at Twillingate, of about the same size, is operated by a voluntary agency and supported by the surround-



The General Hospital at St. John's.

ing communities. The International Grenfell Association operates hospitals at St. Anthony in Newfoundland and at Cartwright and North West River in Labrador. The Federal Government, in October, 1949, announced grants to increase medical services on the thinly populated southwest coast, at present served only by a hospital ship.

Since 1934 the Government of Newfoundland has built 14 cottage hospitals which are scattered along the coast to serve the communities out of reach of the larger hospitals. They have an average capacity of 20 beds each, and are operated by the Government under a contributory Health Insurance Plan which makes some of them virtually self-supporting.

Doctors who practise in the outports are subsidized by being appointed Medical Health Officers on a part-time basis, and paid salaries sufficient for their maintenance. The establishment of cottage hospitals has largely overcome the social difficulties of getting doctors to serve in remote areas, where formerly they lacked equipment and professional contacts.

The Government gives financial help in the form of subventions to selected medical students, on condition that they return and serve in Newfoundland for at least three years.

Local Boards of Health have been established in some communities, where they co-operate with the Government in improving public-health conditions.

Health Insurance.—Health insurance is an old custom in Newfoundland. Cash incomes being small, it became usual for a family to pay the doctor a small yearly fee, in return for which they received medical attention when needed. This was known as 'being in the doctor's books'. As a development of this plan, the Government has established a health insurance scheme whereby the head of a family pays \$10 a year in places where there is a cottage hospital and \$5 where there is a nursing station. This entitles the family to medical care for the year, with extra charges for dental and maternity work. No one in Newfoundland is refused medical attention. An uninsured person pays moderate charges if he can, but when he cannot the expense is charged to relief.

Nursing Services.—Scattered along the coast, in places not easily accessible to the nearest hospitals, are a number of nursing and medical stations, the former with a few hospital beds, some operated by the Government and some by voluntary organizations. Public-health nurses are assigned to these stations as well as to the cottage hospitals, the Avalon Unit, and special clinics; they also act as district nurses. Their duties are varied and include visits to the sick poor, the home care and training of tuberculosis cases, instruction to and care of expectant mothers, venereal and communicable disease control, assistance at the 'blood bank' and Junior Red Cross activities, and the physical check-up of school children. All public-health nurses are trained to act as midwives.

The Red Cross.—The Newfoundland Central Council Branch of the British Red Cross Society was organized in November, 1947. Since union with Canada steps have been taken to reorganize the Newfoundland Branch as a Provincial Division of the Canadian Red Cross Society, and the change-over is expected to take place at the beginning of 1950. At the end of the first year the Branch had formed six divisions with 28 centres throughout the Province. There are approximately 5,500 members, including 2,600 working members.

The Branch operates a hostel at St. John's for out-of-town patients awaiting admission to hospital. It also operates two baby clinics, distributes quantities of concentrated orange juice and cod-liver oil and makes available to needy cases such medical supplies as wheel chairs, bed rests and crutches on a low-rental basis.

Welfare cases are handled at headquarters at St. John's and comforts are issued to T.B. patients, veterans and the crippled, sick, aged and infirm. Shelter and comforts are provided in cases of disaster and shipwreck.

Labrador Health Services.—Health services in Labrador are provided almost entirely by the International Grenfell Association, which maintains four nursing stations on the coast and three 25-bed hospitals, and operates a small hospital ship. These services cost about \$92,000 annually, and a grant is paid by the Newfoundland Government. During and since the Second World War the Royal

Canadian Air Force hospital at Goose Bay has been available to people all along the coast, when other help is out of reach, and "mercy flights" to bring the sick to it are often made. The general level of health in Labrador is low and tuberculosis is prevalent.

★ *Public Welfare*

Welfare services are carried on by the Government and by a number of voluntary and religious organizations, most of which are assisted by a government grant. The Government administers old-age pensions and allowances to widows, orphans and infirm people, assists the indigent and able-bodied unemployed, and assumes responsibility for the care of neglected, dependent and delinquent children.

The Division of Child Welfare was organized in 1943 and legislation was enacted in the following year. The Division supervises child care for the Island and encourages the formation of child welfare associations. It maintains an infants home and separate homes for the training of boys and girls, and looks after adoptions and unmarried mothers. It enforces the School Attendance Act, and its director acts as judge of the Juvenile Court.

Before Union, Newfoundland had old-age pensions, but they were relatively small, \$120 a year for married couples and \$72 for single persons, while the age qualifications were higher than in Canada. There were approximately 4,000 old-age pensioners in Newfoundland at the time of Union. Newfoundland at once came under the Federal Old-Age Pensions Scheme after Union. Allowances to widows, orphans and the infirm were also in force in Newfoundland before Union, and ran from \$40 to \$60 per year, with an additional \$48 for each child under 16 years. The average number of such allowances paid each year during the past decade was 7,800.

Although Newfoundland had no system of unemployment insurance or municipal relief, the Government afforded relief, in small amounts, to the casual sick and the able-bodied unemployed. In

The "Christmas Seal", operated by the Newfoundland Tuberculosis Association, is equipped with X-ray and serves the coastal settlements where no hospital is located.



communities where most of the people depend on the fishery for a livelihood, relief is a recurring problem. During the long years of the depression large numbers of the population were receiving the 'dole', but by 1942, when employment conditions were good and fish prices steady, relief had all but disappeared. As in rural communities elsewhere, families on relief in fishing settlements are able to supplement the cash grants by providing their own vegetables, fish and firewood. Since most families, particularly in the smaller settlements, build and own their homes the problem of housing, too, is less severe. For these reasons the amount of cash paid before Union for able-bodied relief was small—\$5 per month (with slightly larger amounts at St. John's and Bell Island). With Union, Newfoundland came under the Canadian federal system of unemployment insurance.

The following organizations, in addition to the Newfoundland Tuberculosis Association, whose work has already been described, have made useful contributions to community welfare.

The International Grenfell Association.—The value of the health and welfare work carried on for many years by this organization in northern Newfoundland and Labrador can scarcely be overestimated. The Association has maintained boarding and day schools at several places and an orphanage at St. Anthony with accommodation for 70 children. In 1937 an annex for tuberculosis cases was added to the St. Anthony hospital. In addition the Association maintains nursing and medical stations at a number of points on the northern peninsula of Newfoundland and in Labrador.

The Grenfell hospitals and nursing stations are staffed by volunteer doctors and nurses from all parts of the world, some serving for the summer months, others for longer periods: many pay all their own expenses. They cover miles of the coast by boat in summer and by dog-sled in winter. Patients who receive treatment pay if they can in cash, in labour or in firewood.

The aim of the Association is to help the people to help themselves, and its work extends to giving instruction and direct aid at



Grenfell Mission hospital at headquarters in St. Anthony, Northern Newfoundland, which provides medical services in the north of the Island.

Public health nurses check the health of school children. The larger schools have their own clinics.



agricultural centres. It also has an industrial and handicrafts division which enables the handicapped to earn a living and helps the women of these areas to improve home life and in some cases to supplement the family income.

Nonia.—The Newfoundland Outport Nursing and Industrial Association, known as “Nonia”, did pioneer work in providing nursing services for the outports. This voluntary organization was based on the idea of developing home industries in order to help the people of a community raise funds to maintain nursing services. Since 1934 the Government has taken full responsibility for public nursing services for the Island, and “Nonia” has since been a purely commercial organization, selling hand-woven and knitted articles.

Jubilee Guilds.—Out of the Service League, formed in 1932 by a group of citizens to provide clothes and other supplies to the destitute, grew the Jubilee Guilds, organized in 1935 on the model of the Women’s Institutes of Canada and the United Kingdom. Instruction is given in cooking, canning, gardening, home nursing, handicrafts, sanitation and poultry-raising. In 1938 the Government began giving assistance and the number of Guilds increased from 15 in 1937 to 79 in 1940. There are now 108 in operation. Hand-woven articles are sold at the Guilds’ centre at St. John’s.

Child Welfare Association.—The Child Welfare Association began its work more than 25 years ago as a voluntary organization financed partly by equal grants from the St. John’s City Council and the Government of Newfoundland and partly by public subscription. Its first clinic was opened in 1923. Instruction was given to mothers in cooking, sanitation and child care, and some entertainment was provided for them. By 1934 the Association had two clinics in operation with five nurses. In that year the Commission of Govern-

ment took over the medical part of the work and provided the Association with headquarters and with the services of a doctor. Nurses-in-training serve one month at the clinics.

The Association now operates three clinics and confines its attention largely to educational work with mothers and preventive measures such as sun-lamp treatment for children with rickets. It looks after the distribution of free milk and cod-liver oil which the Government provides for undernourished children. Its work has recently been extended to take in some of the environs of St. John's.

Institute for the Blind.—An Institute for the Blind, affiliated with the Canadian National Institute for the Blind, is assisted by government grant. The Government also pays tuition fees for blind and deaf persons who attend schools at Halifax.

Churches and Service Clubs.—The churches have long been active in welfare work and each of the major denominations operates an orphanage or some other welfare institution. Most of these are assisted by government grant. Service clubs such as the Rotary, the Lions' and the Kinsmen's Clubs have done useful work in providing welfare services for children, including the provision of supervised playgrounds and summer camps for underprivileged children in St. John's. The Rotary Club has sponsored a number of welfare projects in their initial stages, including the Jubilee Guilds.

**Cost of Maintaining Social Services, Specified Years
Ended Mar. 31, 1935-49**
(Millions of Dollars)

Year	Public Health	Relief and Welfare	Education ¹	Miscellaneous Services	Total
1935.....	0.6	1.6	0.7	Nil	2.9
1938.....	1.0	1.6	1.1	0.03	3.7
1942.....	1.3	0.8	1.4	0.05	3.6
1944.....	2.0	0.9	2.0	0.1	5.0
1945.....	2.4	1.0	2.4	0.4	6.2
1947.....	2.8	1.8	3.5	0.1	8.2
1948.....	3.3	1.9	3.6	0.1	8.9
1949.....	3.8	3.5	4.1	0.1	11.5

¹ Including teachers' salaries.

Statistics of Government Hospital and Medical Services¹, 1935-48

Year	Medical and Hospital Personnel	Patient Days of Treatment	Beds Available
	No.	No.	No.
1935.....	356	360,000	1,016
1938.....	556	412,000	1,390
1941.....	617	489,000	1,550
1944.....	876	554,000	1,680
1945.....	1,031	568,000	1,709
1946.....	1,097	604,956	1,737
1947.....	1,383	680,427	1,930
1948.....	1,542	680,420	1,964

¹ Beds in other institutions numbered 632 in 1948; data not available for previous years.

Education

EDUCATION in Newfoundland has always been denominational in character. It was the churches that first took responsibility for the education of the people, and they have continued to exercise considerable influence on educational policy. The denominational system is a natural outgrowth of Newfoundland's social, geographical and economic conditions. It is a result not only of the active leadership of the churches but in part of the fact that effective supervision from a central administration of numerous small scattered schools would be both difficult and extremely costly. A system which delegates considerable supervisory powers to a local authority has answered Newfoundland's needs so well that although education has come to be largely State-controlled and financed to a great extent out of State funds, it is still administered on a denominational basis.

The history of education in Newfoundland reveals the intimate relationship that has existed from the beginning between the churches and the schools. The first school was founded at Bonavista in 1726 by a clergyman who had been sent to the colony by the Society for the Propagation of the Gospel in Foreign Parts. During the next century the whole responsibility and expense of education were carried by the churches and by private individuals and organizations. It was not until Newfoundland had obtained its first representative government that education was formally organized for the whole Island. The first Education Act in 1836 attempted to make education non-denominational by forbidding the use of any book "having a tendency to teach or inculcate the Doctrines or peculiar tenets of

The larger centres have well-equipped high schools. Some of the denominational colleges are not co-educational.



any particular or exclusive church or religious society whatsoever". Seven years later, however, an amendment recognized the two main religious bodies at that time, Roman Catholic and Church of England, and provided equal grants for them to continue their educational work. Successive amendments created a system definitely along denominational lines, which remained in effect until the Commission of Government took office and the system came under government control in 1935.

Administration.—The administrative organization in Newfoundland differs from that of the other Canadian provinces. The Department of Education (created in 1920 and reorganized in 1935) is headed by the Provincial Minister of Education. The work of the Department is directed by the Secretary of Education, who is equivalent to a deputy minister in the other provinces. Matters of policy are decided by a Council of Education consisting of the Minister, the Secretary and four Executive Officers who serve as superintendents of elementary and secondary education. These officers are also official representatives of the four main denominations. The policy decisions of the Council must be approved by the Minister but, in practice, the Government would not pass legislation unacceptable to the denominations.

The Island is divided into educational districts for each denomination, and the local authority in each district is an appointed Board of Education, of which the local clergyman is always a member and usually Chairman. The Boards appoint and may dismiss teachers, pay salaries out of government grants and look after the school property, to which they usually hold title. Their work is supervised by the Department of Education through the Executive Officer of the denomination concerned.

Under this system of denominational districts a small community may have two or three schools if there are enough people of different denominations. The most frequent criticism of the denominational system has been directed against the duplication or multiplication of services. Actually, however, there is less duplication or multiplication than might be expected, because settlement has tended to be in denominational blocs. According to a survey based on the 1935 Census, 31.2 p.c. of the people then lived in settlements with 90 p.c. or more of one religious denomination and 43.2 p.c. (excluding St. John's) lived in settlements with 75 p.c. or more of one denomination. In 1943 the Department of Education reported that only 128 places or 12.8 p.c. of the total number of settlements had duplicate or multiple services.

With the increasing movement of workers to urban centres as the paper and mining industries developed, there has been more intermingling of denominations. In the new centres there is a trend towards amalgamation of school services among the Protestant population.

The Department of Education has a staff of 22 supervisors, all former teachers, who inspect and report on the work of the schools



Memorial University College at St. John's is a non-sectarian institution recognized by leading universities in Canada. It was built as a memorial to the fallen in the First World War.

and act as liaison officers between the Department on the one hand and the teachers and local authorities on the other. They supervise both elementary and secondary education.

As in the other provinces, the Department of Education in Newfoundland draws up the program of studies for the schools, authorizes textbooks, issues regulations concerning the qualifications of teachers, approves building plans and controls the teacher-training program, the certification of teachers and the supervision of the schools. The Department also allocates funds to the local Boards of Education for teachers' salaries and in addition pays directly to each teacher a sum known as an Augmentation to Salary on a scale based on qualifications and experience.

Education in Labrador is carried on, as elsewhere in Newfoundland, in denominational schools maintained by Government grants under Government supervision. In addition, the International Grenfell Association (see p. 64) operates boarding- and day-schools in connection with its missions at Cartwright, North West River and St. Mary's River.

Kinds of Schools.—The great majority of schools in Newfoundland are co-educational. Many schools combine elementary and secondary education. Where they are separate, the elementary schools cover Grades I to VIII and the secondary schools Grades IX to XI. The subjects in both are the same as in the typical Canadian school. High-school subjects include English, French, Latin, Mathematics, History, General Science or Chemistry and Physics, Health, Art and Handwork. Religious instruction is provided in all the schools, but is not compulsory.

Of the 1,200 schools in operation in 1947-48, 796 were one-room schools, of which 454 did some high-school work. High-school students formed 10.4 p.c. of the total enrolment. In that year there were 72,940 pupils enrolled, with 2,408 teachers and 2,240 classrooms. The tendency has been to expand one-room schools to two or three classrooms. A further step towards increasing the efficiency of the schools in small settlements is a plan which is being worked out to establish regional high schools for the children of neighbouring communities.

In St. John's each denomination has its own schools and colleges, not all of which are co-educational. The colleges are more elaborately staffed and equipped than the average high school and some have special departments for Physical Training, Music, Manual Training, and Commerce. The colleges are financed by special Government grants, contributions from the denominations and fees: they have residences to accommodate out-of-town students and are intended to serve the whole Province.

The Memorial University College was established in 1925, largely through the generosity of the Carnegie Corporation, as a memorial to the Newfoundlanders who fought and more particularly to those who gave their lives in the First World War. It is non-denominational, but all the major denominations are represented on



Newfoundland has a growing number of modern school buildings like these public schools at St. John's (upper) and Corner Brook.



both the Board of Governors and the Faculty. Up to 1949 this College provided the first two years of the regular degree courses in Arts and Science, and in addition two years of Household Science, two years of pre-Medical and three of pre-Engineering courses and a three-year course in Education. It is recognized by the leading Canadian universities. In August, 1949, a bill was passed by the Newfoundland Legislature to raise the status of the College to that of a degree-conferring institution, to be known as the Memorial University of Newfoundland.

The Department of Education has no vocational or technical schools as yet, but the matter is being considered. A Vocational Institute, established as part of the Civil Re-establishment Program, did efficient work with veterans. Now that this work has been completed, it is operating for the time being as a Vocational Training School. The Institute may be transferred to the Department of Education.

Teachers.—Teacher training for lay teachers is provided by the Memorial University College; religious teachers are trained by their own Orders but comply with State requirements. The minimum requirements for a permanent teaching certificate are matriculation plus one year of professional training. The complete education course currently available to teachers at the Memorial University College comprises three years, but the program makes provision for a fourth year which would qualify successful students for a B.A. in education.

Teachers' salaries have improved considerably in recent years. As late as 1941 more than half the teachers in Newfoundland received under \$500 a year. War bonuses, which began in 1941, helped to cover the rising cost of living during the War, and in 1944 a new salary scale was drawn up in which part of the war bonus was included. This brought the minimum salary to \$680 a year. In 1947-48 the annual median salary was \$920.

Attendance.—In 1942 a School Attendance Act made education for the first time in Newfoundland free, and compulsory between the ages of 7 and 14 if the appropriate denominational school is available. A child who reaches the age of 14 during the school year must finish that year. The school attended may be selected, and no child is compelled to attend a school not of his own denomination.

Curriculum and Examinations.—The school curriculum at present in use was adopted in 1935 and is based on recommendations by a Curriculum Commission set up by the Government in 1933. A permanent Curriculum Revision Committee has been established to keep the courses of study under observation and make changes when necessary.

Text books are supplied to the elementary schools at about half the landed cost by a Book Bureau attached to the Department of Education. High-school students buy their own books from commercial firms.

Examinations are conducted and diplomas and scholarships awarded by the Council of Higher Education, an inter-denominational body first created in 1893 and now appointed by the Provincial Government. Before 1893 each denomination had been responsible for its own curriculum and examinations. The Council of Higher Education is in effect an examining body and a registry where the results of examinations are kept. It has a great influence on the work done in the schools because external examinations are highly valued in Newfoundland. The Council is made up of representatives of the major denominations and of the Department of Education.

In the early 1930's Newfoundland became a member of the Common Examining Board of the Maritime Provinces and Newfoundland. This arrangement, which was made possible by the Carnegie Corporation, means that Newfoundland high-school examination papers are set by the Board and marked with those of the other Maritime students, by the same examiners. The result has been a close liaison in the field of education between Newfoundland and the Maritime Provinces.

Adult Education.—Adult education includes academic evening classes and informal group study. Adult and visual education have recently been merged in one Division. Visual education work is carried on by travelling projectionists who cover the Island in summer and winter circuits and show educational films to both schools and adult audiences. The Division's library includes over 1,200 films.

Correspondence courses help parents in isolated places to begin their children's education at home.

A National Handicrafts Centre operated by the Department of Education gives day classes to about 40 full-time students from the outports, and evening classes for St. John's residents, for which there was an enrolment of 177 in 1947-48. The Centre gave its second summer course in 1948.

Public Libraries.—A Public Libraries Board, established under the Department in 1935, directs the work of the Gosling Memorial Library in St. John's and 25 regional libraries in other parts of the Province. A travelling library service, which preceded the establishment of the regional libraries, continues to serve scattered communities, especially on the Labrador coast.

Expenditure.—There are no rates or taxes for education in Newfoundland. The religious denominations still make substantial contributions but most of the funds are now supplied by the Government. Public expenditure on education has increased enormously in recent years. After dropping from a little over one million dollars in 1930-31 to half that amount in 1932-33, it rose again after 1934 with grants-in-aid from the British Government and by 1936-37 was back to more than a million dollars. The following table shows the increase in such public expenditure over the past ten years, the later years reflecting the country's wartime and post-war prosperity.



Gosling Memorial
Library, St.
John's.

<i>Year</i>	<i>Education Expenditure</i>	<i>P.C. of Government Expenditure</i>	<i>Cost Per Student in Average Attendance</i>	<i>Cost Per Capita of Population</i>
	\$		\$	\$
1937-38	1,126,689	10.48	25.95	3.77
1939-40	1,453,781	11.26	31.11	5.02
1941-42	1,662,922	14.01	37.56	5.40
1943-44	2,370,757	12.06	48.23	8.19
1945-46	3,310,177	13.04	63.53	10.54
1947-48	3,662,959	8.93	65.74	11.45

Of the actual public expenditure of \$3,662,959 on educational services in 1947-48, approximately \$2,500,000 was for teachers' salaries and most of the remainder for new school buildings, maintenance, repairs, adult and visual education services, grants to the Public Libraries Board, the Memorial University College, the National Handicrafts Centre and the Book Bureau.

In 1938 for the first time the Government undertook to pay part of the cost of erecting new school buildings and replacing old ones. Grants for reconstruction and building have ranged from \$30,000 to \$500,000 a year. By 1947-48 the cumulative total had reached \$3,264,000, out of which 590 new schools had been built to replace old ones and 208 others had been altered or extended, involving over 1,400 classrooms. The Grant has also supplied new furniture to many schools. This amount represents only part of the total spent on school buildings, for the community pays rather more than half the cost of new buildings and usually supplies the labour as well. Before 1938 the community bore the whole cost.

Newfoundland's per capita public expenditure on education is compared with that of the other Canadian provinces in the following statement. Though the figures are not compiled on a strictly comparable basis (e.g., in Quebec as in Newfoundland there are substantial denominational contributions to education), they offer a useful comparison.

<i>Province</i>	<i>1944-45</i>	<i>1946-47</i>	<i>Province</i>	<i>1944-45</i>	<i>1946-47</i>
	\$	\$		\$	\$
Newfoundland	9.36	10.58	Ontario	16.52	16.01
Prince Edward Island	7.74	8.96	Manitoba	12.87	16.81
Nova Scotia	9.41	12.19	Saskatchewan	16.31	21.17
New Brunswick	8.80	11.64	Alberta	17.96	21.14
Quebec	10.16	13.73	British Columbia ...	13.69	17.55

Population Five Years of Age or Over at School, by Specified Age Groups and Districts, Census 1945

District	5-9	10-14	15-19	20 or Over	Total
	No.	No.	No.	No.	No.
White Bay.....	882	1,170	250	4	2,306
Green Bay.....	712	828	190	9	1,739
Grand Falls.....	2,162	2,117	555	20	4,854
Twillingate.....	767	938	174	6	1,885
Fogo.....	720	891	204	3	1,818
Bonavista North.....	1,011	1,146	322	22	2,501
Bonavista South.....	724	938	243	8	1,913
Trinity North.....	954	1,262	330	18	2,564
Trinity South.....	940	1,061	283	14	2,298
Carbonear—Bay de Verde.....	1,038	1,182	367	16	2,603
Harbour Grace.....	616	647	130	6	1,399
Port de Grave.....	573	652	190	14	1,429
Harbour Main—Bell Island.....	1,677	1,642	400	14	3,733
St. John's West.....	2,634	3,242	1,041	89	7,006
St. John's East.....	2,024	2,537	995	116	5,672
Ferryland.....	463	552	163	8	1,186
Placentia and St. Mary's.....	734	831	178	11	1,754
Placentia West.....	721	839	189	11	1,760
Burin.....	1,032	1,121	298	14	2,465
Fortune Bay and Hermitage.....	917	1,089	164	3	2,173
Burgeo and La Poile.....	791	929	130	3	1,853
St. George's—Port au Port.....	1,205	1,307	200	9	2,721
Humber.....	2,038	2,270	627	30	4,965
St. Barbe.....	683	768	131	5	1,587
Labrador.....	289	407	66	4	766
Totals.....	26,307	30,366	7,820	457	64,950



Happy school children.

**Enrolment in Elementary and Secondary Schools, by Grades and Ages,
School Year 1946-47**

Grade	No.	P.C. of Total	Age	No.	P.C. of Total
1.....	19,901 ¹	27.9	5.....	4,809	6.7
2.....	8,964	12.5	6.....	7,125	9.9
3.....	8,126	11.3	7.....	7,618	10.6
4.....	7,302	10.1	8.....	7,186	10.0
5.....	6,559	9.1	9.....	6,707	9.3
6.....	5,746	8.0	10.....	6,546	9.1
7.....	4,469	6.2	11.....	6,587	9.2
8.....	3,479	4.8	12.....	6,453	9.0
9.....	3,124	4.3	13.....	6,044	8.4
10.....	2,408	3.4	14.....	5,192	7.2
11.....	1,433	2.0	15.....	3,607	5.0
12.....	409 ²	0.4	16.....	2,248	3.1
			17.....	1,137	1.6
			18+.....	661	0.9
Totals.....	71,920	100.0	Totals.....	71,920	100.0

¹Includes approximately 4,800 pupils age 5. ² Taking special courses; an additional 20 pupils are registered in correspondence courses.

**Enrolment in Elementary and Secondary Schools, by Religious
Denominations and Sex, School Year 1946-47**

Denomination	Boys		Girls		Total	
	No.	p.c.	No.	p.c.	No.	p.c.
Roman Catholic.....	11,901	33.4	12,576	34.6	24,477	34.0
Church of England.....	10,324	29.0	10,202	28.1	20,526	28.6
United Church.....	8,479	23.8	8,736	24.1	17,215	23.9
Salvation Army.....	2,149	6.0	2,201	6.1	4,350	6.0
Amalgamated.....	2,190	6.2	2,045	5.6	4,235	5.9
Commission.....	338	0.9	308	0.9	646	0.9
Land Settlement.....	132	0.4	122	0.3	254	0.4
Seventh Day Adventist....	102	0.3	115	0.3	217	0.3
Totals.....	35,615	100.0	36,305	100.0	71,920	100.0

**Enrolment and Average Daily Attendance in Publicly Controlled Elementary
and Secondary Schools in Newfoundland as Compared with the
Other Provinces, School Year 1946-47**

Province	Enrolment	Average Daily Attendance	
	No.	No.	p.c.
Newfoundland.....	71,920	54,147	75
Prince Edward Island.....	17,869 ¹	14,404	87
Nova Scotia.....	122,211	102,099	83
New Brunswick.....	96,435	78,129	81
Quebec.....	635,000	²	—
Ontario.....	678,209	597,631	88
Manitoba.....	120,813	103,739	86
Saskatchewan.....	170,329	135,038	79
Alberta.....	155,517	131,011	84
British Columbia.....	137,827	121,334	88

¹ Excluding Prince of Wales College, first 3 years, 553 students. ² Not available.

**Enrolment in Memorial University College, by Years and Courses,
School Year 1946-47**

Course	First Year	Second Year	Third Year	Total
Regular Full-Time—				
Arts.....	110	47	17	174
Engineering.....	42	22	15	79
Teacher-training.....	135	25	21	181
Totals, Full-Time.....	287	94	53	434
Special and Part-Time—				
Navigation.....	—	—	—	115
Extension and evening.....	—	—	—	128
Summer school.....	—	—	—	102 ¹
Total, Special and Part-Time.....	—	—	—	345¹

¹ In addition there were 283 candidates for a third-grade teacher's certificate and 148 going on to a second grade.

Teachers Classified by Annual Salary, School Year 1946-47

Salary Range	Teachers	Salary Range	Teachers
	No.		No.
\$ 500—\$ 599.....	121	\$1,400—\$1,499.....	87
600— 699.....	223	1,500— 1,599.....	62
700— 799.....	297	1,600— 1,699.....	54
800— 899.....	403	1,700— 1,799.....	32
900— 999.....	289	1,800— 1,899.....	16
1,000— 1,099.....	243	1,900— 1,999.....	17
1,100— 1,199.....	126	2,000— 2,499.....	27
1,200— 1,299.....	104	2,500— 2,999.....	7
1,300— 1,399.....	91	3,000 or over.....	8

**Classification of Teachers by Grade of Certificate and Sex,
School Years 1940 and 1947**

NOTE.—A university grade certificate requires 3 years professional training and 3 years successful experience; the associate grade requires 2 years training and 2 years experience; first grade 1 year of each; second and third grades are older certificates. In Newfoundland, as elsewhere, a shortage of teachers has resulted in the employment of unqualified personnel.

Grade	1940				1947			
	Male		Female		Male		Female	
	No.	p.c.	No.	p.c.	No.	p.c.	No.	p.c.
University.....	83	11.7	48	3.9	98	13.3	60	3.8
Associate.....	88	12.4	77	6.3	76	10.3	64	4.1
First.....	174	24.5	414	33.7	215	29.2	484	31.0
Second.....	220	30.9	456	37.2	146	19.8	512	32.8
Third.....	105	14.8	163	13.3	92	12.5	220	14.1
Uncertified.....	41	5.8	69	5.6	110	14.9	222	14.2
Totals.....	711	100.0	1,227	100.0	737	100.0	1,562	100.0



Fishermen at Pouch Cove toss the cod on forks to the flakes above, where they are dried. The greatest proportion of fish is still taken by inshore fishermen in their small dories.

Catch taken by a modern 'banker'.



Natural Resources and Industries

SINCE the earliest days of settlement, Newfoundland's economy has depended on the production of primary products for export. Until almost the end of the 19th century, virtually the sole export industry was the fisheries; as late as 1890 about 90 p.c. of exports consisted of fish and fish products. In the past half-century the economy has become more diversified with the development of mining, the pulp and paper industry and some local manufacturing. But Newfoundland is still basically an area of primary production, with three industries—fisheries, pulp and paper and mining—producing almost exclusively for export, and a fourth—agriculture—for local consumption. Manufacturing (other than pulp and paper) and service industries are concerned almost entirely with the needs of the home market.

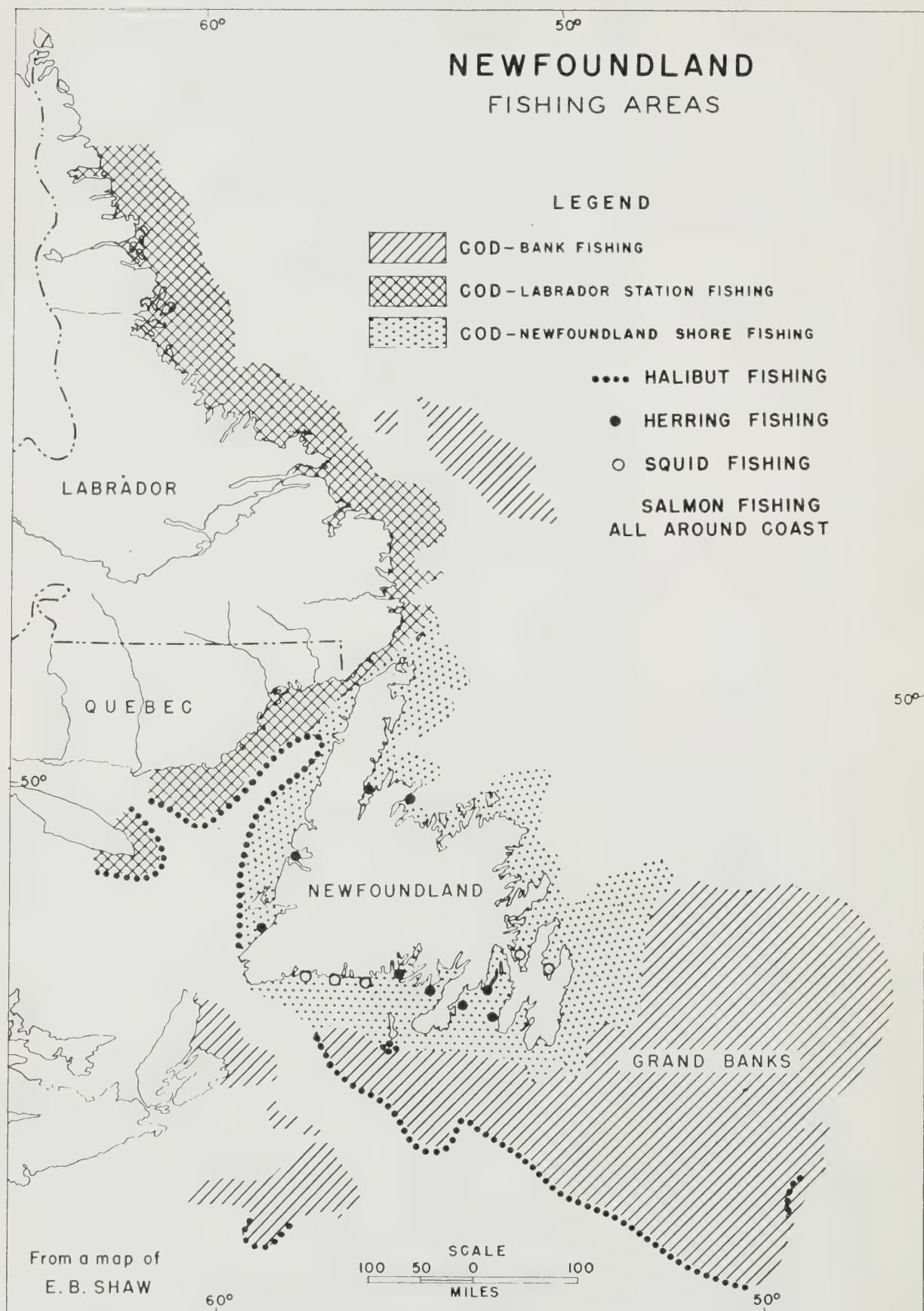
★ *Fisheries*

From the standpoint of the number of people directly employed and those indirectly affected, fishing has always been and still is the most important industry. The Census of 1945 estimated that the fisheries employed over 31,000 men, or about 33 p.c. of the total gainfully occupied males. Employment in the fisheries is distributed almost all around the coast. The fisheries, moreover, is still a major export industry, vying with pulp and paper for the lead in export value.

A wide variety of fishes is found in abundance at the appropriate season close in shore, and throughout the entire year on the Banks which lie off shore for the most part south and east of the Avalon Peninsula. Cod has always predominated. Dried and salted cod has been the staple of the industry and still accounts for over half the total fish exports, though in recent years fresh-fish products have increased.

The relative importance of the various kinds of fish is shown by fisheries exports. Of the total fish and fish products exported (see p. 117) in the year ended Mar. 31, 1948, salted codfish made up 58.0 p.c., fish oils and meals 16.1 p.c., herring 7.5 p.c., fresh codfish 5.9 p.c., lobster 2.9 p.c., salmon 2.7 p.c. and other 6.9 p.c.

The Cod Fishery.—There are three branches of the cod fishery—the inshore, the 'Bank' or deep-sea and the Labrador fishery. The first of these is by far the largest and occupies the greatest number of fishermen. It is carried on along most of the coast line



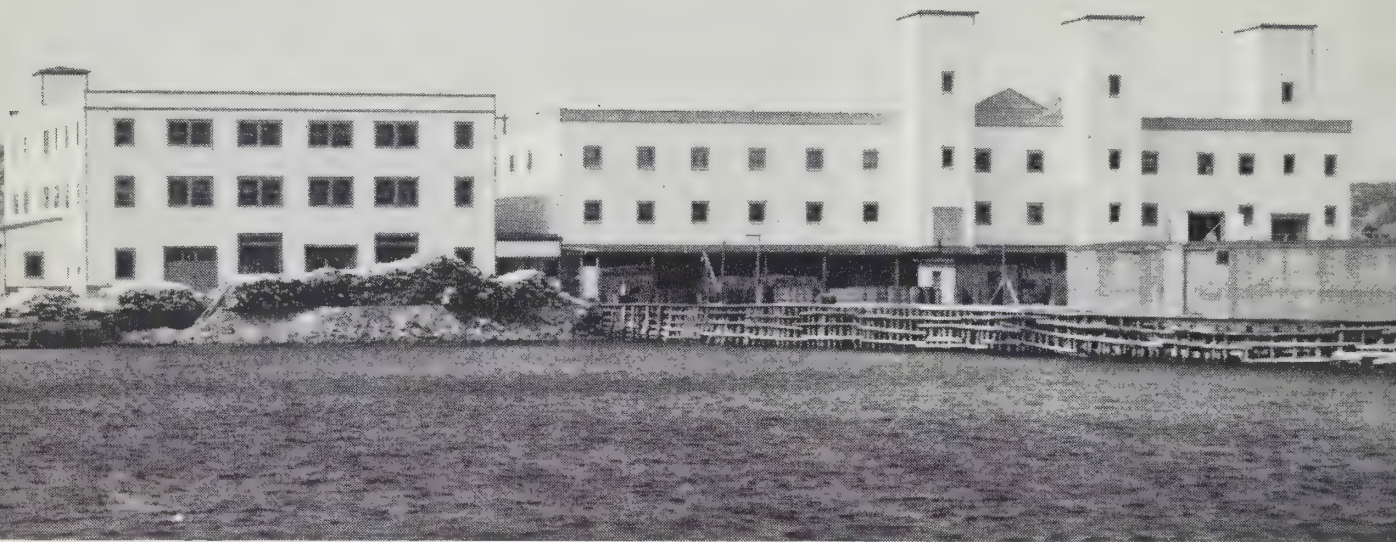
GEOGRAPHICAL BUREAU, DEC. 1948

by means of daily trips from a shore base (usually the fisherman's home) in small boats or dories. Most of the catch is taken in traps which, however, can be used effectively only in fairly calm weather. The season is short, June to October at most, and the largest catch is taken during a few weeks in June and July. The inshore fishery is to some extent a family effort, the men catching the fish, the women and children helping with the cleaning, salting and drying. The producing side of the industry is thus highly individualistic both in its organization and technique. Improvement and standardization of quality are exceedingly difficult owing to the wide dispersal of the industry and the large number of small producers.

In the Bank fishery the operating unit is the fishing vessel. Traditionally, the actual fishing was done by net or line from small dories, which were carried to the Grand Banks on board a larger vessel. Recently, however, the Newfoundland Government has encouraged the use of trawlers or draggers, especially in the Grand Bank fishery, by subsidizing the construction of larger fishing vessels. The 'bankers' are away from their home ports for days or weeks at a time, returning periodically to hand the catch over to the processing plants and to obtain fresh supplies of bait-fish and ice from depots or from the inshore fishermen. Haddock and other ground fish are taken in the Bank fishery, but the catch is mainly cod.

Split salted codfish being dried on flakes or stages at Bonavista, the largest inshore fishing centre in the Island.





A modern fish plant owned by the Fishermen's Union Trading Company Limited, Port Union, Trinity Bay.

For generations the Labrador fishery has been an integral part of the Newfoundland fishery. Cod is taken off the Labrador coast from June to September, and herring and salmon during a shorter season. Whales and seals are also caught off Labrador. The fishery is carried on by the year-round residents, known locally as "livyers", and by a number of Newfoundland fishermen who go to Labrador for the summer months. Of the latter, some, called "stationers", engage in inshore fishery, operating in small boats from a shore station; others, known as "floaters", ply the grounds from schooners, moving from cove to cove and using the vessel as a depot. In a good season and at good prices the Labrador cod fishery yields about \$2,000,000 per annum. The product is largely soft-cured, the climate being unsuitable for producing the better hard-dried variety.

From the standpoint of supply the Bank fishery is less precarious than the inshore fishery. In some years inshore fishing is poor over long stretches of the coast, the fish failing to put in to shore, apparently because of slight shifts in the temperature of the water or in currents. Weather conditions also tend to curtail regular fishing operations from the shore. The building up of the Bank fishery was encouraged to maintain regularity of supply. Steps have also been taken to concentrate the industry in fewer and larger centres by encouraging the development of freezing plants and by the introduction of machinery for the processing of by-products.

Although dried cod is a staple in world commerce, the requirements as to quality vary greatly between markets. Some demand the highly salted product, others the hard-dried product; some take the cheap varieties, others only the highest quality. Market operations are thus highly complex. The industry depends to a large degree on stable exchange relationships, and the recent shortage of foreign exchange, among other factors, is beginning to have an

adverse effect on Newfoundland's traditional salt-cod markets. Moreover, except for the abnormal conditions during the Second World War, the demand for salt codfish has been declining over the past 40 years. To offset this, increasing attention has been paid during the past decade to the development of a fresh-fish industry. (See also p. 119.)

In 1949 there were 13 quick-freezing plants in operation at various places along the coast, including two at St. John's, with several refrigerator ships providing transportation for the chilled and frozen fish from plant to market. In some places fish-meal plants and smokers are operated in conjunction with the freezing plants. This tendency toward centralization and mechanization—a direct departure from traditional methods—has been a noticeable feature of Newfoundland's codfishing industry during the past ten years.

Herring.—An important development of the past decade has been the revival of the herring fishery which, although once relatively strong, had declined during the early part of this century. The revival appears to have been due in part to encouragement by the Newfoundland Fisheries Board of improved techniques of packing and higher standards of quality, in part to the abnormal demand for protein foods during the war and immediate post-war years and in part to the initiative of certain producing firms. Peak production was reached in 1946-47 when 65,000,000 lb. valued at \$4,910,000 were

A fisherman casts his net for caplin, small bait fish which swarm in schools near the beaches in spring.



exported. Since then production has been substantially lower owing to fluctuation in supply and decline in demand from European markets.

The future of the industry will no doubt depend on two conditions—the availability of supplies and demand for the product. With regard to supply, quantities appear to fluctuate from year to year but little is known about the life history of the herring. In an endeavour to obtain sufficient data for the establishment of a sound herring industry in the region, a joint research project by the Canadian Government Department of Fisheries and the Governments of the Maritime Provinces and Newfoundland was begun in 1947. With regard to demand, sales at present to European markets are limited because of dollar shortages. But the long-run demand will probably depend on the capacity of the industry to meet competition, such as that of Norway, in quality and price, and on the development of new products, such as fish oil and fish meal.

The chief centre of the herring fishery in Newfoundland is Bay of Islands on the west coast, where large pickling and canning plants are located.

Salmon and Lobster.—Supplies of salmon and lobster, which are more in the nature of luxury foods, are unfortunately limited and little expansion appears possible. The chief salmon fishing takes place during a few weeks in the spring, when the fish are caught by nets operated from the shore or from boats. During the season refrigerator vessels, with the aid of speedy collecting boats, pick up the catch from the fishermen and carry it to canneries or fresh-fish markets. Before 1939 a substantial trade in frozen salmon had developed with the United Kingdom, but this has been curtailed by the post-war dollar shortage. North America has since become the principal market for the fresh product.

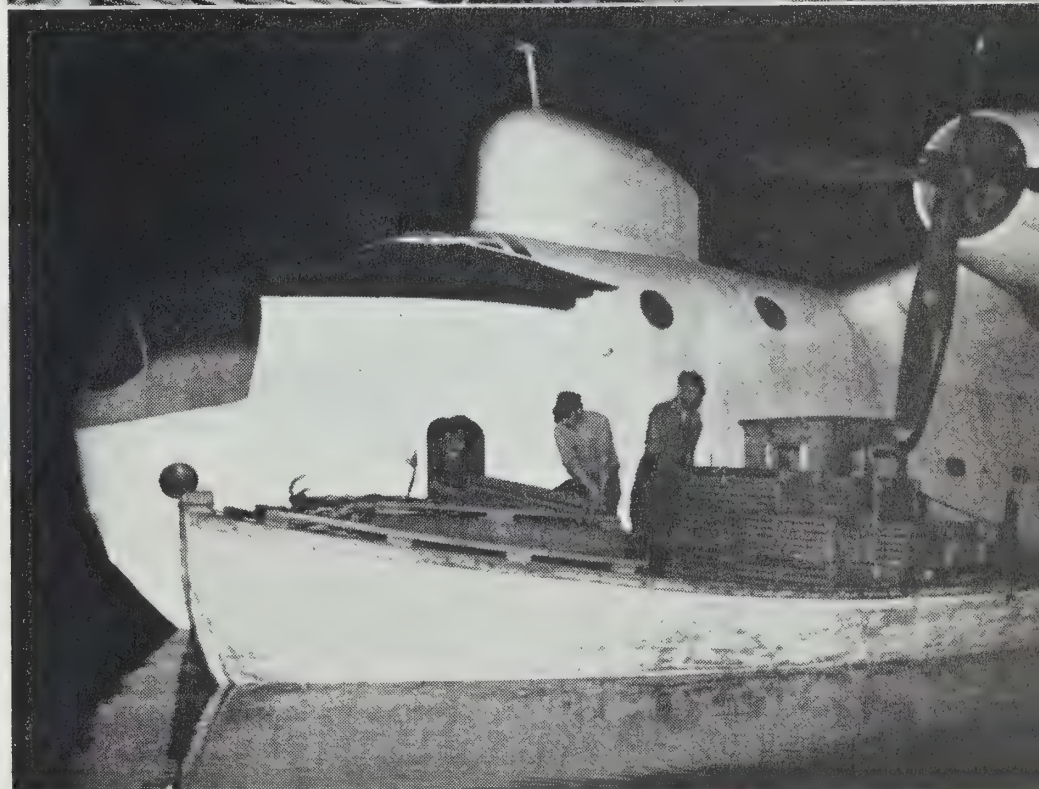
Lobsters are found chiefly off the south and west coasts, but in limited numbers. The lobster fishery is carried on by individual fishermen who are usually licensed both to catch and can the product. Recently, however, canneries have been established at several points along the coast. Some exporters have successfully operated an “air-lift” of live lobsters to United States markets. In order to increase the supply several projects for “transplanting” lobsters have been under consideration, and the enforcement of conservation measures will be necessary to prevent depletion of existing stocks.

Whaling and Sealing.—During the 19th century the whale and seal fisheries assumed considerable importance, but by the 1890's both had declined. The whale fishery was always spasmodic and in the 1930's it all but ceased. During the past four or five years, however, whaling has been undertaken on a greatly increased scale. In the 1948 season a record catch of 750 whales yielded approximately 5,000 tons of oil valued at about \$2,000,000. Whaling operations were carried on in that year by two whale factories, using six whale-catching ships.

Live lobsters are carried by air to United States markets. The day's catch is weighed before shipment.



Lobster crates being taken aboard a flying boat at night.



In the middle of the 19th century the seal fishery provided supplementary occupation for some 10,000 men during the short season in the early spring and yielded an average of about 700,000 skins a year. Since the First World War, however, production has declined considerably and in no year since that time has the number of skins taken exceeded 250,000.

The hunt takes place over the ice to the northeast of the Island, in the Strait of Belle Isle, and along the Quebec shore of the Gulf of St. Lawrence, the main patches of seals being located by aerial survey. The sealing vessels, which are specially adapted to cut through the ice, are away from port for six to eight weeks in March and April. During the Second World War most of the larger ships



Seal pelts are unloaded on the Southside, St. John's.

used in the seal fishery were lost and operations practically came to a standstill. Since the end of the War new ships have been constructed and the industry has revived. In 1949 fifteen vessels took part in the hunt (including one from Halifax), and 135,446 seals were caught having a net value of \$489,805.

Government Aid to Fisheries

Reference has already been made to the efforts of the Newfoundland Government to stimulate the fishing industry. During the long depression of the 1930's it became increasingly evident that the lack of organization in the industry made it difficult to secure anything approaching adequate returns. Shortly after the establishment of the Commission of Government, a Fishery Investigation Commission was appointed to study the problems of the industry. Later a Salt Codfish Board was established to control exports and to deal with problems of marketing. Out of this evolved the Newfoundland Fisheries Board, the members of which were appointed

by the Commission of Government. The Board's work was financed jointly by the Government and "the trade".

Under the Newfoundland Fisheries Board Act, 1936 (with amendments), the Board was given wide powers to license processing plants, to regulate marketing, to establish standards by the inspection of plants and produce, to provide assistance to the industry by the establishment of bait depots and other facilities. The Board has done effective work within the limits of these powers, particularly in promoting orderly marketing by means of a rigorous system of licensing exports. In August, 1947, as a result of successful experiments, the Board organized a single group of exporters, known as the Newfoundland Associated Fish Exporters Limited (NAFEL), to handle all sales of salt codfish and pool the returns so that all producers might receive the same price for the same type of product regardless of price differentials in the various markets.

A bait service was introduced in 1936 to assure fishermen of a constant supply of bait at a fixed low cost. The chief bait fish—herring, caplin and squid—are available in large quantities near the coast, and in recent years bait depots have been established at a number of points, where surplus bait is held in frozen form. This provision has greatly increased the yearly catch and is particularly valuable for the winter Bank fishery.

Administrative Changes Resulting from Union.—Under the British North America Act, 1867, the Government of Canada has jurisdiction over sea coast and inland fisheries and over the regulation of trade and commerce for the whole country. Therefore both fisheries regulations and the marketing of fish products are normally matters of federal, not provincial, concern. In the case of the Newfoundland fisheries, a special arrangement, differing from the prevailing Federal Government practice, was made for a transitional period. The Terms of Union provide that the Newfoundland Fisheries Board shall continue to administer fisheries regulations and control the export marketing of salt fish in Newfoundland for a period of five years from the date of Union, and thereafter until the Parliament of Canada provides otherwise, and that during this period the Board shall function as an agent of the Federal Government. On the date of Union, the Board's employees became employees of the Canadian Department of Fisheries, in positions comparable to those of the Department's employees in other parts of Canada. The Chairman, or such other member of the Board as the Department designates, performs the duties of Chief Supervisor and Chief Inspector of the Department of Fisheries in the Province of Newfoundland. The Terms of Union further provide that any of the fisheries laws may be altered or repealed within the five-year period with the consent of the Provincial Government.



Pulpwood is floated down river to the mill.

★ Forestry

Forest Resources.—The forest lands of the Island of Newfoundland comprise a broad belt along the west and north sides of the Island extending from Port aux Basques, on the southwest corner, to Trinity Bay, on the north side of the Avalon Peninsula. They are divided into two forest regions by the rolling hills of the Topsail Mountains, which extend southward from the area between White and Notre Dame Bays. The trees of chief economic importance are white and black spruce, balsam fir and white birch. The forests are normally mixed, with softwoods predominating. The hardwoods are found mainly in a small area on the west coast near St. George's Bay, where there are sizeable stands of birch and maple.

The forest area covers roughly 40 p.c. or about 17,000 square miles of the Island. It is estimated, however, that only a little more than half of this has at present any practical commercial value. The softwood trees are used extensively in the manufacture of pulp and paper products: about four-fifths of the forest lands have been leased on a long-term basis to the two paper companies, or are owned outright by them. About 2,000 square miles are held under various long-term leases by sawmill companies that produce lumber for local use. The Government retains control of a three-mile strip around the coast, intended as a source of fuel and lumber for the inhabitants of the fishing settlements, but this supply has been largely depleted.

The growth rate varies according to the type of tree, the soil and the site characteristics of the region. On well-drained soil the rate averages 40 cubic feet per acre annually. During the past 40 years about 13 p.c. of the productive forest area has been cut over. These stands are for the most part well restocked by natural growth, chiefly with balsam fir, and represent young reproduction-age forests.

Logs are hauled in cord bundles by tractor at a camp on the Humber River.





General Office Building of the Anglo-Newfoundland Development Company, Grand Falls.

It has been estimated that the existing forest reserves are sufficient to enable cutting at the present rate for over 90 years without making any inroads on the second growth. To date the Government has not introduced conservation measures but recently the two paper companies have carried out, as a joint effort, extensive silvicultural research in order to keep cutting operations in accordance with the natural rate of growth in the various localities.

The forest resources of Labrador have not been completely surveyed and are therefore unknown. However, mature forests, chiefly black spruce, are known to exist along many of the river valleys. A survey of 6,000 square miles in the area of the Hamilton River and inlet, made by a pulp and paper company in 1938, led to the conclusion that 100,000 cords of pulpwood could be produced yearly from that area. Before the Second World War, ten small sawmills were operating at the heads of bays on the southeastern coast, and two lumber companies held timber concessions and did some cutting for a few years after the War.

The Pulp and Paper Industry.—The pulp and paper industry ranks second in importance to the fisheries from the point of view of production and employment. Indeed, in the value of production it exceeds the fisheries in some years. Two companies, the Anglo-Newfoundland Development Company and Bowater's (Newfoundland) Pulp and Paper Mills, Limited, operate large mills at Grand Falls and Corner Brook, respectively. The former has a daily capacity of about 700 tons of newsprint and other paper and pulp products, and the latter, as a result of recent expansion, produces about 1,000 tons a day, making it the largest installation of its kind

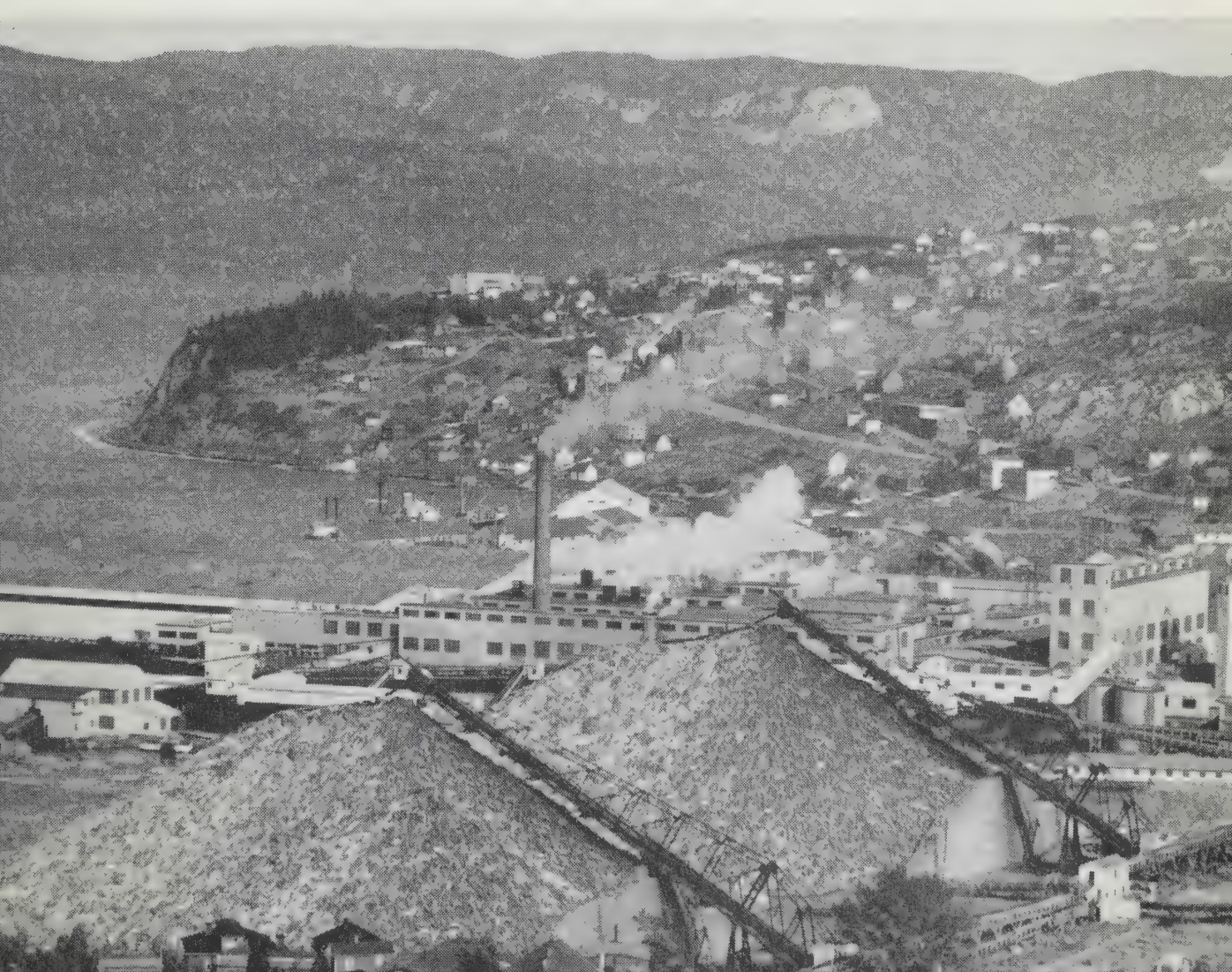
in the world. Bowater's mill is located on tidewater, while the Anglo-Newfoundland Company operates a short railway spur to the seaport of Botwood, some 20 miles away. Before the War 90 p.c. of the production of these mills was newsprint. By 1945, however, the proportion of newsprint had dropped to 70 p.c., the remainder consisting mainly of sulphite and groundwood pulp. In 1948 both manufacturers reported record production.

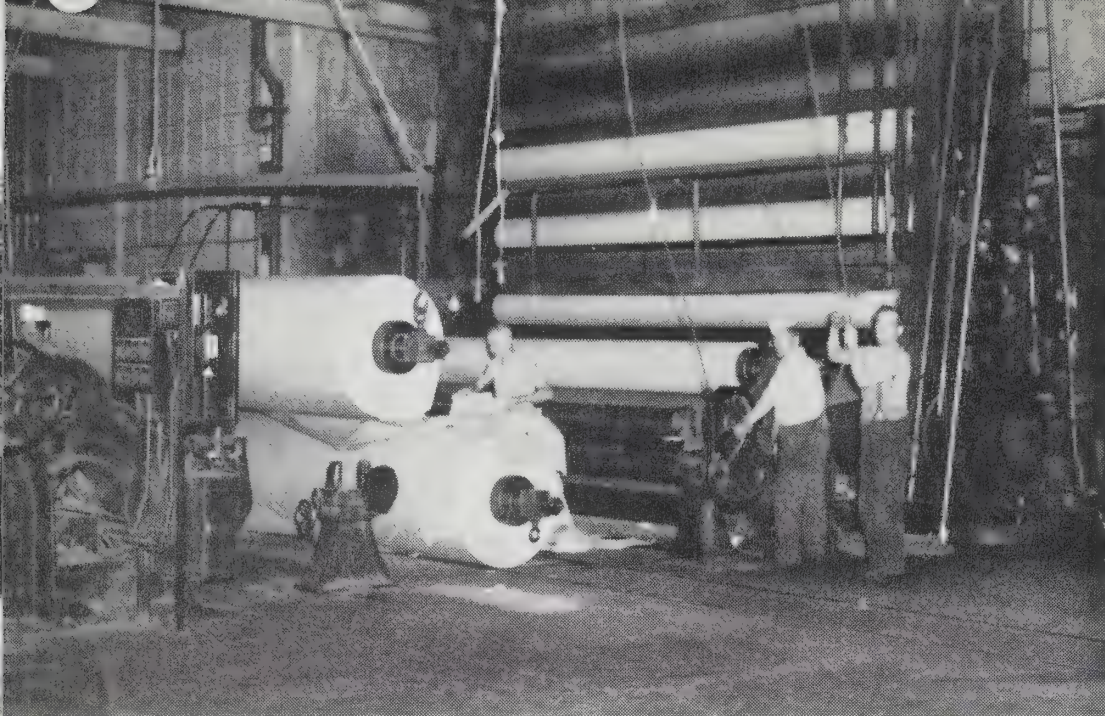
<i>Year</i>	<i>Employment¹</i>		<i>Newsprint Exports</i>
	<i>Woods</i>	<i>Mills</i>	
	No.	No.	'000 tons
1940 ²	4,500	2,350	346
1942 ²	4,400	3,800	307
1944 ³	3,750	3,250	251
1946 ³	6,050	3,500	309
1948 ³	9,400	4,550	343

¹Nearest 50. ²Year ended June 30. ³Year ended Mar. 31.

During this period the export value of pulp and paper products ranged from about \$13,000,000 in 1939 to about \$32,000,000 in 1948, while the total wages and salaries paid by the paper companies jumped from about \$6,000,000 to over \$26,000,000. Much of the increase in both instances can be explained in terms of the post-war price-wage

Bowater's (Newfoundland) Pulp and Paper Mills, Limited, Corner Brook.





*Newfoundland's
paper mills are
efficient and
modern in every
respect.*

spiral, but this does not alter the fact that the pulp and paper industry has created a substantial area of new employment in Newfoundland at relatively high wage scales.

The social effects of increasing employment in the paper industry have been striking. Wages in the mills and even in the woods operations are considerably above the incomes of the fishermen. The standard of physical well-being in the company towns of Corner Brook and Grand Falls and their satellite communities is substantially above the Newfoundland average. Both towns are attractive and well-planned, with services which other centres of comparable size lack. The development of such thriving communities has stimulated the expansion of local service industries, local agriculture, local manufacturing of consumer goods, and general merchandising.

Although the Newfoundland mills are remote from the main consumption markets, their location at or near tidewater and sources of electric power permits production and transportation at relatively low cost. The pulp and paper manufacturers in Newfoundland appear to be in a relatively strong position in comparison with other North American companies.

Lumbering.—The sawmill industry on the Island is carried on by numerous small mills scattered along the coast, especially on the west and central northeast coasts. In 1947 there were about 900 mills operating, only ten of which had an annual production of over 500,000 bd. ft. The total production in that year was some 68,000,000 bd. ft. with the total earnings by employees estimated at slightly less than \$2,000,000 annually. Most of the lumber is used locally in construction work and boat-building, and for the production of a variety of items required in the fishing industry, such as poles, barrels, crates, lobster traps and packing cases. Pit-props are also produced from time to time under licence. The fact that very little forested land is available for the development of the lumber industry limits any significant expansion.

★ Mining

Minerals have been reported from widely scattered areas on the Island but only a few ore deposits capable of commercial exploitation have so far been discovered. Before the Second World War over 95 p.c. of all mineral production came from two developments—the iron mine at Bell Island in Conception Bay and the copper-zinc-lead mine at Buchans—most of the remaining 5 p.c. being limestone and fluorspar. With the exception of limestone, all output of these minerals is exported, the principal markets being Canada, Germany (pre-war), the United Kingdom, the United States, Belgium and France. Other minerals have been discovered in smaller quantities. Coal of good quality has been found in the region of St. George's Bay on the west coast, but mining it would appear to be unprofitable due to the fractured nature of the rock structure. Small amounts of gypsum have been quarried along the east shore of the same Bay. Silver, gold, nickel, chromium, antimony, asbestos and vanadium have all been reported by geological surveyors, but none of these has been found in quantities sufficient to warrant exploitation. Sand and gravel, brick clay, talc, quartzite and structural sandstone are produced on a limited scale for local markets.

During the past quarter-century mining has become one of Newfoundland's three major industries. Iron ore has been mined continuously for almost 60 years and by 1910 exports exceeded 1,000,000 tons yearly. The development of the complex copper-



Iron ore is mined at Bell Island a quarter of a mile below the ocean floor and three miles out from the shore. The ore is loosened by pneumatic drill and later scaled down for the shovel.

zinc-lead deposit at Buchans in the late 1920's greatly increased the relative importance of mining. During the period 1936 to 1940 mineral exports made up more than 26 p.c. of the value of total exports, slightly exceeding exports of fish products. With the rise in the prices of fish during the next five-year period and the decline in the production of iron ore due to wartime conditions, mineral exports dropped to less than 19 p.c. of the total and to third place.

The easing of shipping and marketing problems since the end of the War has resulted in a more stable basis for the mineral industries and the past three years have been the best on record from the standpoints of production, export, and employment. Increased prices for all the Island's mineral products resulted in an all-time high value in excess of \$20,000,000 for 1948.

Production of Principal Mineral Products, 1946, 1947 and 1948

Product	1946	1947	1948 ¹
	tons	tons	tons
Iron ore.....	1,244,172	1,443,410	1,448,000
Limestone.....	350,139	312,155	312,000
Lead concentrates.....	39,727	34,216	33,000
Zinc concentrates.....	87,673	70,403	70,000
Copper concentrates.....	19,153	16,137	17,000
Gravity concentrates.....	321	167	125
Fluorspar.....	20,272	25,743	98,700
Totals²	1,761,457	1,902,738³	1,978,825
Employees ⁴No.	3,000	3,400	3,500
Wages paid ⁵\$	6,000,000	6,600,000	7,250,000

¹ Estimate. ² Totals can be compared with yearly averages for mineral exports during the following five-year periods: 1926-30, 1,559,000 tons; 1931-35, 789,000 tons; 1936-40, 1,688,000 tons; and 1941-45, 1,390,000 tons. ³ Includes small items not specified.

⁴ Nearest 50.

⁵ Approximate.

Iron.—The Wabana iron-ore deposit on Bell Island is not only Newfoundland's greatest mineral asset but one of the largest deposits of its kind (red hematite) in the world. The deposits on Bell Island are a mere fringe of great beds of ore which extend for miles under the sea. Though more than 40,000,000 tons have been extracted during the past 50-odd years there are known submarine reserves sufficient for several centuries at a rate of production considerably higher than at present. The ore is of good quality, but because of a relatively high content of silica and phosphorus, does not lend itself to the cheap production of high-grade steel. The basic problem of the industry in future, as in the past, is likely to be neither that of scarcity of resources nor costs of production, but of finding markets in competition with higher grade ores and ores located closer to the large smelting industries.

The Bell Island development presents a rather difficult social problem. Bell Island is a one-industry community. Because the prosperity of the miners depends entirely on the demand for ore, they have their ups and downs in living standards in direct propor-



Ore cars lead from the Wabana Mines, Bell Island, to the loading pier.

tion to fluctuations in the market. It is only in times of great demand that the mines are worked to full capacity. Because of the absence of alternative employment in the area and because, as skilled workers, the miners tend to lose the ability to adapt themselves to other occupations in times of low employment, the mining population has lost much of the resilience so characteristic of other sections of the Newfoundland working force (see p. 113). The result is that during periods of unemployment the Bell Island community tends to suffer very seriously, as illustrated by the following figures:—

<i>Year</i>	<i>Ore Exported</i> ¹	<i>Employees at Mines</i>
	tons	No.
1935	629,179	1,295
1938	1,759,893	1,781
1944	791,688	1,377
1948	1,259,742	2,060

¹Customs returns.

In Labrador a very large deposit of high-grade hematite iron ore has been discovered near the headwaters of the Hamilton River, extending across the border into Quebec. The extent of this deposit

is being investigated by a subsidiary of a company incorporated in Quebec. This company holds a concession from the Newfoundland Government to explore 20,000 square miles on the Newfoundland side of the boundary. Another subsidiary of the same company has been granted a similar concession by the Quebec Government to investigate the deposits on the Quebec side. Exploration of the two areas is, in effect, carried out as a single operation.

Sufficient drilling has been done to indicate the presence of large bodies of iron ore of high grade and quality. The potentialities are believed to be even greater than the ore so far discovered. Although the ore is remote from consuming centres and from tide-water, it is obviously of great importance as a future source of supply for North American blast furnaces.

Copper-Lead-Zinc.—Outcroppings of copper-lead-zinc ores were discovered at Buchans near Red Indian Lake in 1907 but it was not until 1925 that an economic method of extracting lead and zinc sulphides was developed. In 1926 two additional ore bodies, estimated at 6,600,000 tons, were found and within two years production at Buchans had begun.

In 1945, the daily production of ore at the mine (one of the largest developments of its kind) averaged 1,200 tons, 20 p.c. more than in 1944, and in 1946 operations continued at capacity with about 300,600 tons of ore milled. In 1947, however, production decreased somewhat, due largely to increased difficulties of mining and a shortage of hydro-electric power. During 1948 the rate of output remained unchanged, though because of increased prices of base metals the total value of the ore produced was considerably above the 1947 figure. Information available suggests that the present ore body may be near exhaustion by about 1956. There are still unprospected areas near the site of present operations, and during the early part of 1948 a new ore body was discovered on the property of the company. An active program of prospecting and exploration is being carried on in the area southwest of Buchans.

In the year ended Mar. 31, 1948, shipments of Buchans products to the principal markets (see p. 121) were as follows:—

<u>Concentrate</u>	<u>Country</u>	<u>Exports</u>	<u>Value</u>
		tons	\$'000
Copper.....	United States	16,604	1,521
Lead.....	Belgium	18,520	2,427
	United States	17,005	2,722
Gravity.....	United States	152	91
Zinc.....	Belgium ¹	22,204	742
	France	19,037	628
	United States	16,477	725
	Norway	9,849	359
	United Kingdom	1,793	50
TOTALS		121,641	9,265

¹ Prior to the Second World War, Belgium took as much as two-thirds of the entire output of the Buchans mine (1934-35).



Burnt Creek Camp, the main camp of the Labrador Mining and Exploration Company in the western extremity of Labrador. This is the region in which the rich iron-ore deposits have been discovered.



*"Glory hole" and
mine head at
Buchans.*

Since the mine began operation, employment has been reasonably steady with only slight fluctuations during the depression. In 1946 the mine employed in the neighbourhood of 700 men, whose total earnings reached an all-time peak of \$1,640,000. The town of Buchans (operated by the company) is one of the few centres in the interior of Newfoundland and is a community of about 1,500 people.

Deposits of copper and zinc are known to be present in Labrador.

Fluorspar.—The fluorspar deposits at St. Lawrence, on the south coast of the Burin Peninsula, were brought into production in 1933. A synthetic product based on this mineral has proved a satisfactory substitute for cryolite, used mainly in the smelting of aluminum. The demand for Newfoundland fluorspar increased during the Second World War when the shipping of cryolite from Greenland was seriously curtailed. Exports of the mineral, mainly to the United States and Canada, increased from 14,000 tons in 1938 to 94,000 tons in 1943, but dropped sharply at the end of the War when there was a decrease in the output of aluminum and shipments from Greenland were resumed. Employment consequently dropped from 339 in 1942 to 84 at the end of 1945. In 1948, however, a substantial increase in activity at St. Lawrence took place. The total value of production for that year was well over \$1,250,000 and the operations provided employment for about 200 men.

Limestone.—The limestone quarry at Aguathuna on the north side of St. George's Bay supplies a large part of the requirements of flux in the iron and steel works at Sydney, N.S. Another quarry at Humbermouth, on the west coast, supplies limestone to the sulphite mills at Corner Brook and Grand Falls. The product is also used in the treatment of ore at Buchans and for agricultural purposes. Total production was estimated at about 312,000 tons for 1948.

★ Agriculture

Agriculture in Newfoundland is subsidiary to other industries, virtually all production being for domestic consumption. The climate is not well suited to agriculture: except on the west coast the season is generally too short to permit grains to ripen. The soil is on the whole shallow, stony and infertile. Where there is any depth of soil, the natural drainage is often poor. In the interior are found large areas of “barrens”—marsh and rock where there is little growth. These factors combine to give agriculture a very subordinate position in the Island’s economy.

The area of improved agricultural land was estimated in the Census of 1945 at about 62,600 acres, or 50,000 acres less than in 1911. The total area occupied shows a similar drop from 233,000 acres in 1911 to 137,000 acres in 1945, which is reflected in the Census figures showing numbers engaged in cultivating the land.

<i>Census Year</i>	<i>Full-Time</i>	<i>Part-Time</i>	<i>Total</i>
1891	1,547	36,303	37,850
1901	2,475	40,438	42,913
1911	2,915	40,880	43,795
1921	3,227	34,979	38,206
1935	4,226	35,582	39,808
1945	2,809	32,765	35,574

Dairy herd on Bowater's farm, west coast.



Most full-time farming is of the subsistence type. Since the tendency has been for other occupations to become full-time, particularly during the high employment of recent years, the total number of persons engaged in land cultivation has correspondingly dropped.

Commercial farming has developed where there are urban centres to provide a steady market and, for this reason, most of the farming in Newfoundland has been carried on in the Avalon Peninsula, even though the soil there is not basically suited to agriculture. The southwest section of the Island is more suitable, not only because the soil is better, but because the area is sheltered from the chill Arctic currents off the east coast. But since the west coast was little settled until the present century, farming in that area is a fairly recent development.

More than half the arable land is devoted to hay and pasture lands. Oats are usually cut green for fodder. Certain fruits and vegetables are produced very successfully, the abundance of moisture giving them an excellent quality and flavour. Common vegetables are potatoes, turnips, cabbages, carrots, parsnips and beets. The fruits which grow best are apples, plums, strawberries, gooseberries, raspberries and currants. Lack of crop rotation and proper fertilizing has tended to deplete the fertility of the soil, most of which is acid, requiring lime.



A heavy crop of kale being harvested on the west coast.

Dairy farming is confined mainly to the Avalon Peninsula. Because of the shortage of pasture land, a large quantity of cattle feed must be imported and this greatly increases the cost of dairy production. It has been found cheaper to import butter than to produce it locally. In the smaller settlements some cows are kept but, where pasture land is scarce, the communities must rely on goats or on canned milk. Other stock such as pigs, poultry and sheep can be raised without difficulty in most parts of the Island. The estimated value of agricultural production in 1945 was \$12,500,000.

The Commission of Government made a considerable effort to encourage agriculture. An experimental land settlement scheme was begun in 1934 to provide occupation for 100 families then on relief. By the end of 1944 there were eight land settlements, with 236 families. But the success of the plan in relation to its cost (just under \$1,500,000) was only moderate. The Commission also established a School of Agriculture and a Demonstration Farm near St. John's, encouraged the importing of live stock and poultry, lent pure-bred stock for breeding, instituted soil surveys and bonuses for land-clearing, and encouraged the use of lime to correct the acidity of the soil by paying a subsidy to lower the cost for agricultural use. After the War, schemes were undertaken to establish veterans on the land, the largest settlement being in the upper Humber Valley. By the end of 1948 a total of about 2,000 acres had been cleared under the veterans settlement plan, other holdings being mainly in the Avalon Peninsula and the Codroy Valley. In connection with its land settlement policy the Commission of Government also encouraged the establishment of agricultural co-operatives. The Provincial Government is continuing the policy of encouraging agriculture.

★ *Water Power*

An abundance of water power holds promise for the further development of Newfoundland's resources. The climate of the Island is characterized by fairly heavy and frequent precipitation, and the broken character of the land results in innumerable lakes. Numerous streams descend from heights in the interior, dropping rapidly in the last few miles to the sea. Small and medium power sites have been established at a number of places in the Island and there are great possibilities for further development, especially along the central south coast.

The largest single development, the Bowater plant at Deer Lake, with a capacity in 1948 of 150,000 h.p., supplies electricity for the mill at Corner Brook. To serve the mill at Grand Falls the Anglo-Newfoundland Development Company operates several smaller plants on the Exploits River, with a total development of 70,500 h.p. St. John's and the Conception Bay area are supplied from power plants in the Avalon Peninsula, while the south coast is served by plants in the Burin Peninsula. The total installation in Newfoundland in 1948 was 261,550 h.p.



Potential power site, Lower Muskrat Falls, Hamilton River, Labrador.

Bowater's hydro-electric power station at Deer Lake, 32 miles from Corner Brook.



Though Labrador's water-power resources are as yet entirely undeveloped, one of the largest potential power sites in the world is on the Hamilton River.* The drop in the 16-mile Grand Falls section amounts to 1,038 ft., and the drainage area above the Falls alone is estimated to allow for an installation of up to 4,750,000 h.p. Muskrat Falls has a potential capacity of 1,130,000 h.p. and the drop between Grand Falls and Muskrat Falls another 1,000,000 h.p.

★ *Furs, Wild Life and Tourist Attractions*

Trapping is of minor importance in Newfoundland's economy, being carried on largely as a part-time activity by some fishermen and woodsmen. The principal fur-bearing animals are beaver, muskrat, fox, lynx, otter, marten and weasel. Regulations for hunting and trapping are enforced by the Newfoundland Rangers, and some game reserves have been established. Beaver is under the protection of the Chief Game Warden, and over a thousand animals have been transferred from beaver reserves to areas of scarcity. There are some 30 fur farms where black, silver and red fox and mink

* G. H. Desbarats, "Surveying on the Hamilton River, Labrador". *Canadian Geographical Journal*, November, 1948.

The Serpentine River on the west coast is one of the many rivers in Newfoundland that offer sport to the angler.





A variety of hand-made goods, including woven, knitted and carved articles, are sold at St. John's and some of the larger towns.

are bred. The annual value of fur and game exports reached a peak of over \$400,000 in the 1920's, the chief markets being the United Kingdom and the United States, but between 1935 and 1940 the export value varied from \$75,000 to \$250,000, with more than half of the trade going to the United Kingdom.

In addition to the fur-bearers found in the Island of Newfoundland, Labrador has wolverines, blue and white fox, red squirrel and mink. The number of species decreases northward until only the white fox is found in the Arctic sections of northern Labrador. Although the total fur catch is smaller than elsewhere in the Province, this industry in Labrador ranks second to fishing. Trapping and hunting are carried on mainly by Indians and some Eskimos. The furs are sold mostly through the Newfoundland Government, though some are sold to the Hudson's Bay Company, which has posts at North West River and Cartwright.

Newfoundland has a good supply of fresh-water fish and game animals. Caribou, moose, black bear and hare are found in that order of abundance. At present there is an open season during which small numbers of caribou may be taken legally under licence. Salmon, brook trout and other game fish are plentiful in streams and lakes both in the interior and within easy reach of the larger centres.

Birds form a part of the food resources of the coastal dwellers who depend upon eider ducks and the eggs of the larger seabirds to supplement their food supply. The chief game birds are ptarmigan (known locally as partridge), geese, snipe and wild duck.

Although the Island possesses many attractions for visitors, the tourist trade has never been an important factor in the economy. Inadequate inland transportation and tourist accommodation, remoteness from the densely populated areas, and lack of publicity have been limiting factors. However, steps are being taken to develop tourist traffic. Improvement and extension of existing roads are making inland travel, especially in the Avalon Peninsula and on the west coast, more attractive; holiday resorts are being developed in the salmon-fishing districts of the west coast; and the Government and private interests are endeavouring to bring the attractions of Newfoundland to the attention of tourists.

★ *Co-operatives*

In 1936 the Co-operative Division of the Newfoundland Department of Natural Resources was organized by the Commission of Government as part of the machinery for Rural Reconstruction. At that time only three co-operative organizations existed in Newfoundland—the co-operative stores at Grand Falls, St. Anthony and Bay D'Espoir, patterned in the main after the societies in England. The Co-operative Societies Act providing for the incorporation of co-operative organizations was enacted in 1939.

The first credit union was organized at Lourdes, a land settlement on the west coast, in 1937. Today there are 120 such organizations with a combined membership of 6,300 and share capital of \$380,000. The loan business for the past ten years (1939-49) has amounted to \$2,000,000. Two-thirds of these organizations are registered under the Act, the remainder being in varying stages of preparation. In addition there is one Regional Credit Union at St. John's. This was organized in 1941 and makes loans both to its own members and to other co-operative organizations. For the past two years all loans have been made interest free.

A co-operative insurance society composed of 18 registered credit unions is also in existence at St. John's. This society ensures against death the loan and share balances of the 1,200 members of the various credit unions. It also operates, to a limited degree in the St. John's area, a hospitalization plan similar to Blue Cross.

Except in the case of live lobster, co-operative marketing of both land and sea produce has usually been done through the consumer organizations. The marketing of lobsters has been done largely through an organization of nine unregistered seasonal pools operating on the northwest coast. The total value to date of lobsters marketed amounts to \$1,750,000 and of other produce \$2,500,000. This system has resulted in notable increases in the value of returns to the fishermen. There are 75 consumer co-operatives presently operating, 43 of which are incorporated. Their total share capital amounts to \$1,200,000; members total 7,300 and sales (to December, 1949) \$13,000,000.

A co-operative housing association is successfully operating at Corner Brook and has received financial assistance from the Newfoundland Government.

★ *Secondary Industries*

Apart from the processing of fish and forest products, manufacturing in Newfoundland has developed chiefly to supply local needs and is therefore limited in scope. The plants, for the most part small operating units located in the St. John's area, employed in 1948 about 3,500 people. The principal manufactures up to the time of Union were boots and shoes, confectionery, paints, nails, men's clothing, furniture, margarine and a number of articles used in the fishing industry, such as nets and cordage.

Operational costs of manufacturing are high because of the limited market, the cost of transporting imported raw materials, and lack of a skilled labour pool. The cost of distributing the finished product to small, widely scattered communities is also high.

In 1933, Associated Newfoundland Industries was formed to further the interests of the secondary manufacturing industries. Aided by the Newfoundland Board of Trade, this association has made consistent efforts to expand and diversify local manufacturing. In 1942, the Commission of Government set up the Newfoundland Industrial Development Board to investigate the possibility of establishing new industries using mainly local materials, and to provide information on such matters as suitable sites. This organization is supported jointly by local business interests and by the Newfound-

Interior of a margarine plant.



land Government. Its efforts so far have been directed chiefly towards assisting or supplementing existing industries.

★ *Future Economic Prospects*

Newfoundland's economic development for some time to come is likely to be limited in the main to a fuller utilization of natural resources which already have been exploited in some measure. The one notable exception is the new iron-ore development in Labrador. The maintenance of Newfoundland's exports at a high level remains an essential factor to its future growth.

Current interest in economic development is evidenced by the establishment of a Provincial Department of Economic Development and by the undertaking of a general economic survey under the auspices of the Newfoundland Industrial Development Board.

With regard to the fishing industry, the modernization of catching techniques, particularly the use of trawlers in the Bank fishery, is likely to result in larger catches. An increase in productivity will, however, make it necessary either to find new markets or to sell more in the traditional ones. The future of the industry will depend largely on the further development of the fresh and frozen product which is finding an increasing market in the United States, and to a lesser extent on the improvement of the salt-cod cure and the greater exploitation of other fish, such as herring, haddock, breem and halibut. The introduction of a Fishery Loan Bill during the first session of the House of Assembly indicates an active interest on the part of the Provincial Government in encouraging the expansion of the industry.

In the pulp and paper industry, marketing difficulties, particularly in soft-currency countries, would appear to be a serious obstacle to further development. At present there seems relatively little scope for a wider use of Newfoundland's hardwoods, since about 70 p.c. of the birch is split. It can, however, be used to a larger extent than at present in the manufacture of furniture and hardwood flooring.

The geological exploration of Newfoundland is far from complete and may result in the discovery of other mineral resources capable of profitable development.

As a result of Union, Newfoundland's secondary manufacturing industries were confronted with competition from the larger producers of the mainland, and their former virtual monopoly of the local market was lost. To meet their peculiar problems, the Federal Government has taken certain measures to assist Newfoundland's secondary industries during the difficult transitional period, particularly by the purchase of Federal Government supplies in Newfoundland where possible. The future position of the secondary industries depends both on their efficiency and on the domestic demand. It seems likely that in the next few years some of these industries will be able to expand their operations by marketing their products in the older Maritime Provinces.

Labour and Employment

★ *Labour*

Labour Unions.—The first serious attempts to unionize labour in Newfoundland were made by the Newfoundland Industrial Workers' Association in the 1920's, but these were attended by such indifferent success that the organization gradually faded out of existence and was eventually replaced by the Newfoundland Federation of Labour in the late 1930's. This organization, known until 1939 as the Newfoundland Trades and Labour Council, was established in 1935 to promote legislation in the interests of organized labour. Provision was also made for the granting of charters to bona fide labour unions. Its first convention was held in 1937 and in the following year it was instrumental in organizing the Protective Association of Shop and Office Employees. Since that time the Federation has concentrated on unionization along craft union lines, organizing carpenters, machinists, pulp and paper workers, electricians, plumbers and employees in certain of the smaller trades. In 1945 the N.F.L. had a membership of approximately 8,000 in these branches of industry. Until recently the Federation had no direct connection with its counterparts in the United States, Canada and the United Kingdom, although individual unions did have international affiliations, mainly with Canadian organizations. However, at the twelfth annual convention of the N.F.L., held at Grand Falls (August 23-28, 1948), representatives of the Canadian Trades and Labour Congress and of the American Federation of Labour were in attendance. It was decided at this conference that an organizational campaign should be started as a joint effort by the N.F.L. and the A.F. of L., to extend unionization in Newfoundland and to bring about affiliation of existing unions with both federations.



Select Committee
of the Newfoundland
Federation
of Labour dis-
cussing with
Premier Small-
wood plans for
slum clearance.

In addition to the N.F.L. there were by 1948 a number of independent unions, including some 10,000 woodsmen organized in four separate unions, 2,000 miners at Bell Island (affiliated C.I.O.), about 3,000 longshoremen, and other smaller groups. Recently there has been a good deal of organizational work in the Island for the Congress of Industrial Organizations. Representatives from Newfoundland participated in C.I.O. conventions in Canada in 1948. Including the loggers' and fishermen's unions, membership of all unions in 1934 amounted to 20,000; in 1939 this had increased to 35,000 and in 1945 to 42,000. Since the end of the War there has been considerable activity in labour circles to organize unions for groups without such representation.

Altogether there are 76 unions in Newfoundland, of which 48 are affiliated with the N.F.L., seven, not in the N.F.L., are affiliated internationally (three C.I.O., four A.F. of L.) and 21 have no outside affiliation whatever. Among the latter are five of the largest unions in the Island: Fishermen's Protective Union, St. John's Longshoremen's Protective Union, Newfoundland Lumbermen's Association, Newfoundland Labourers' Association (Corner Brook), and the Workers' Central Protective Union (Deer Lake). Despite the weakness of disunity the trade union movement has improved the lot of the worker in many ways. Among other things the labour organizations advocated health surveys and legislation to improve workmen's compensation, minimum wages, and better working conditions and hours. Perhaps the most important single step was their effort toward the establishment of a Labour Department in the Newfoundland Government.

The Labour Relations Office.— The Newfoundland Federation of Labour, at its annual convention in 1939, passed a resolution recommending to the Commission of Government the creation of a Labour Department. In the early days of the War a number of major disputes arose between employers and workmen in various trades and it became necessary for the Government to give attention to the settlement of such disputes and to the establishment of a procedure to prevent the interruption of essential work. Regulations were passed in 1941 which provided *inter alia* for the setting up of Trade Dispute Boards to deal with individual disputes which could not otherwise be settled, the decisions of such Boards to be final and binding. Eventually in May, 1942, the post of Labour Relations Officer was created. In June of the same year the Labour Relations Office was opened under the Commissioner for Public Utilities in whom the administration of labour matters was vested.

In dealing with the problems of relationship between employers and employees, the Office was inevitably brought in contact with questions of wages, hours of work and conditions of employment, workmen's compensation, procedure for the settlement of disputes, organization and functions of trade unions, industrial safety, and labour legislation enacted and proposed. As there was no separate Department to deal with all or any of these matters, representations

concerning them were handled by the Labour Relations Office. Under the supervision of the Labour Relations Officer a Labour Exchange was opened in St. John's in August, 1945. Trained interviewers assisted the registrants to record their qualifications, experience and preference. When an offer of employment was made the most suitable men available were referred to the employer, who had the final responsibility in selecting the worker. A branch office of the Exchange was opened at Corner Brook in March, 1946.

Labour Legislation.—Attempts to organize labour during the era of Responsible Government were largely abortive. The workers were not conscious of their numbers and power, the labour vote was insignificant, and the political parties were not prepared to initiate labour legislation or to facilitate labour organization. Prior to 1934 there were few statutes that could be properly classed as "labour laws". In the Consolidated Statutes (1916) there is a series of Workmen's Compensation Acts, which were amended from time to time, and a Trade Union Act, which had the effect of freeing labour organizations from the taint of illegality; but there were no additional acts of importance before 1933. In that year, a few months before the establishment of the Commission of Government, the Legislature passed the Department of Labour Act as a preliminary step to bringing labour matters under Government regulation, but this Act does not appear to have been put in force.

The Commission of Government adopted a more enlightened policy toward labour and during its tenure of office considerable progressive legislation concerning labour relations and allied subjects was enacted:—



*Miners in the
Wabana Mines,
Bell Island.
About 3,500
persons in New-
foundland are
employed in the
mining industries.*

*During the winter
fishermen mend
their nets in
readiness for the
summer's fishing.*



1. The Shops Act, 1940, gave the Governor-in-Commission power to proclaim shop-closing areas to which were to be applied a schedule of days and hours annexed to the Act.
2. The Trades Disputes (Arbitration and Enquiry) Act, 1944 (as amended in 1945) set up machinery for settling disputes. At first this was under the jurisdiction of the Labour Relations Officer, but later was transferred to the Commissioner for Public Utilities.
3. The Workmen's Wages Act, 1945, was designed to eliminate certain unfair labour practices prevalent in Newfoundland industries.
4. The Labour (Minimum Wage) Act, 1947, provided for the appointment of an Advisory Committee to investigate terms and conditions of employment, and make recommendations as to minimum wages in any given industry, business or occupation.
5. The Workmen's Compensation Act, 1948, extended the benefits applying under existing Acts.

Effects of Union.—The provincial Department of Labour in Newfoundland, as in the other provinces, looks after all labour matters except those of an interprovincial, national or international character, such as shipping, navigation, railways, canals, air lines, radio, telegraphs and the signing of international agreements, which come under the jurisdiction of the Federal Government.

The former Labour Exchange was taken over immediately after Union by the Unemployment Insurance Commission of Canada and is operated as part of the National Employment Service, under the supervision of the Federal Minister of Labour.

★ *Employment*

Historically, the bulk of the population has been dependent upon the fisheries for their livelihood, but since 1891 the employment trend has been downward in that occupation. Although conditions are changing the working force has not yet congealed into very fixed occupations.

Depending largely upon where he lives in the Island the Newfoundland fisherman may spend part of the summer in the inshore cod fishery as a worker on his own account; he may also spend part of the year working "on share", possibly in the spring seal fishery, and part in the winter bank fishery; or, as is done in many places, he may spend part of the year in other pursuits such as logging, mining or manufacturing; or he may devote all of his off-season time to cultivating the land. The recent practice of cutting pulpwood in summer and hauling it in winter has somewhat curtailed the fisherman's opportunities for increasing his earnings by logging in the winter, but it has provided more men with year-round employment in the forests. As the economy becomes more diversified, the tendency is for the Newfoundlander to settle into one or other

The logging industry employs about 10,000 men.



employment on a full-time basis, but this is by no means an established feature of the present labour picture.

During the recent war loggers and fishermen were attracted by higher and steadier incomes into wartime employment at the air bases, in the pulp mills or in the transportation services. Yet they did not lose the resilience that had enabled them to weather the depression of the 1930's. With the decline of wartime employment they drifted back to their normal pursuits in the fisheries and the forests. In 1948 there was a poor fishing season and, with considerable expansion projected in the pulp and paper industry, there was such an influx of workers—mainly fishermen—into the logging centres that the annual requirement of wood was cut weeks earlier than usual.

Because of the fact that many activities in the Newfoundland economy are seasonal, the typical workman tends to be a jack-of-all-trades rather than skilled in one trade. One exception is the miner who, tending to become a skilled worker, has thereby lessened his ability to shift for himself when the economic boat begins to rock.

Distribution of the Working Force.—There are no reliable current statistics on the total number of persons gainfully employed in Newfoundland, but on the basis of information available it is possible to estimate the distribution of the working force at the time of Union. The following table indicates the trends in the distribution of the working force over the past 14 years.

*Gainfully Occupied, 14 Years of Age or Over, by Industry and Sex,
Censuses 1935 and 1945 and Estimate 1948*

Industrial Group	1935 ¹		1945		1948
	Male	Female	Male	Female	Male and Female
	No.	No.	No.	No.	No.
Agriculture ²	4,332	7	4,154	25	4,300
Fishing ³	41,808	2	31,527	107	33,000
Hunting and trapping.....			244	—	
Logging.....			7,586	20	
Mining, quarrying.....	1,821	—	2,972	30	3,500
Manufacturing ⁴	5,933	1,033	8,971	1,280	9,000
Electric light and power.....	272	—	322	15	13,500
Construction ⁵	3,028	—	6,162	12	
Transportation and communications.....	4,815	102	8,065	327	
Service ⁶	4,438	7,825	11,347	10,509	15,000
Trade.....	4,363	1,964	5,005	2,812	7,000
Finance.....	206	2	273	134	
Unspecified ⁷	6,714	33	9,372	1,237	
Totals, All Industries..	77,730	10,968	96,000	16,508	110,000

¹ Fifteen years of age or over. ² Full-time farmers and farm labourers; total number engaged in cultivating the land is upwards of 35,000. ³ About 3,000 of totals shown (male and female) are employed in fish-processing plants at least for part of the year.
⁴ Includes those engaged in the manufacture of pulp and paper; in 1945 there were 3,100 male and female workers so engaged. ⁵ At the peak of wartime construction at the air bases some 22,000 workers were employed. ⁶ Includes professional persons, public servants, domestics and others. The figure for 1945 includes some 7,500 members of the Armed Forces.
⁷ Includes numerous "family" and other "no-pay" workers.



Foreign Trade

THE economy of Newfoundland is more highly dependent on foreign trade than is that of perhaps any other country on the Atlantic basin. Its three main industries, fishing, pulp and paper, and mining, produce almost entirely for external markets. According to the Census of 1945 about 47 p.c. of its gainfully occupied males are directly employed in these industries. Since the Province produces only a small portion of its food supplies and other necessities of life, it is no less dependent on external sources of supply than it is on external markets. Moreover, although Newfoundland products go to many different markets, the great bulk of its supplies (in 1947-48 over 90 p.c.) is obtained from two sources, the rest of Canada and the United States. For this reason Newfoundland must not only export to live: it must also export largely to countries whose currencies are convertible to dollars if Newfoundland citizens are to procure the bare necessities of life.

Trade of Newfoundland with All Countries, Fiscal Years 1939-48

Fiscal Year Ended— ¹	Imports	Newfound- land Exports	Re- exports	Total Exports	Total Trade
	\$'000	\$'000	\$'000	\$'000	\$'000
1939.....	24,461	31,376	611	31,987	56,448
1940.....	28,422	32,827	567	33,394	61,816
1941.....	35,484	36,723	606	37,330	72,814
1942.....	64,585	37,416	1,983	39,400	103,985
1943.....	52,377	28,501	2,427	30,928	83,305
1944.....	62,489	42,397	2,047	44,445	106,933
1945.....	65,824	46,414	2,297	48,712	114,536
1946.....	65,899	61,012	1,695	62,707	128,606
1947.....	74,828	69,346	3,081	72,427	147,255
1948.....	105,055	77,839	2,629	80,468	185,523

¹ For 1939-42, fiscal years ended June 30; 1943, nine months ended Mar. 31; 1944-48, fiscal years ended Mar. 31.

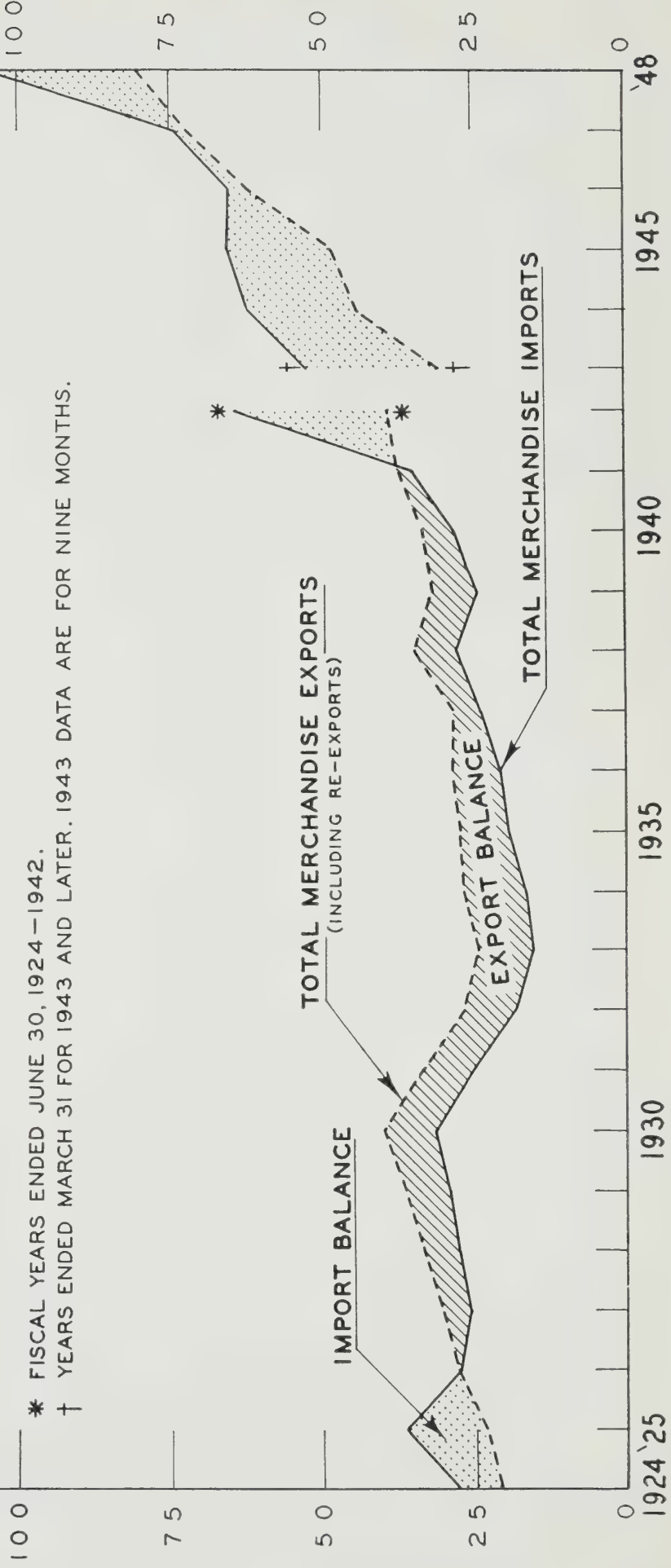
Exports

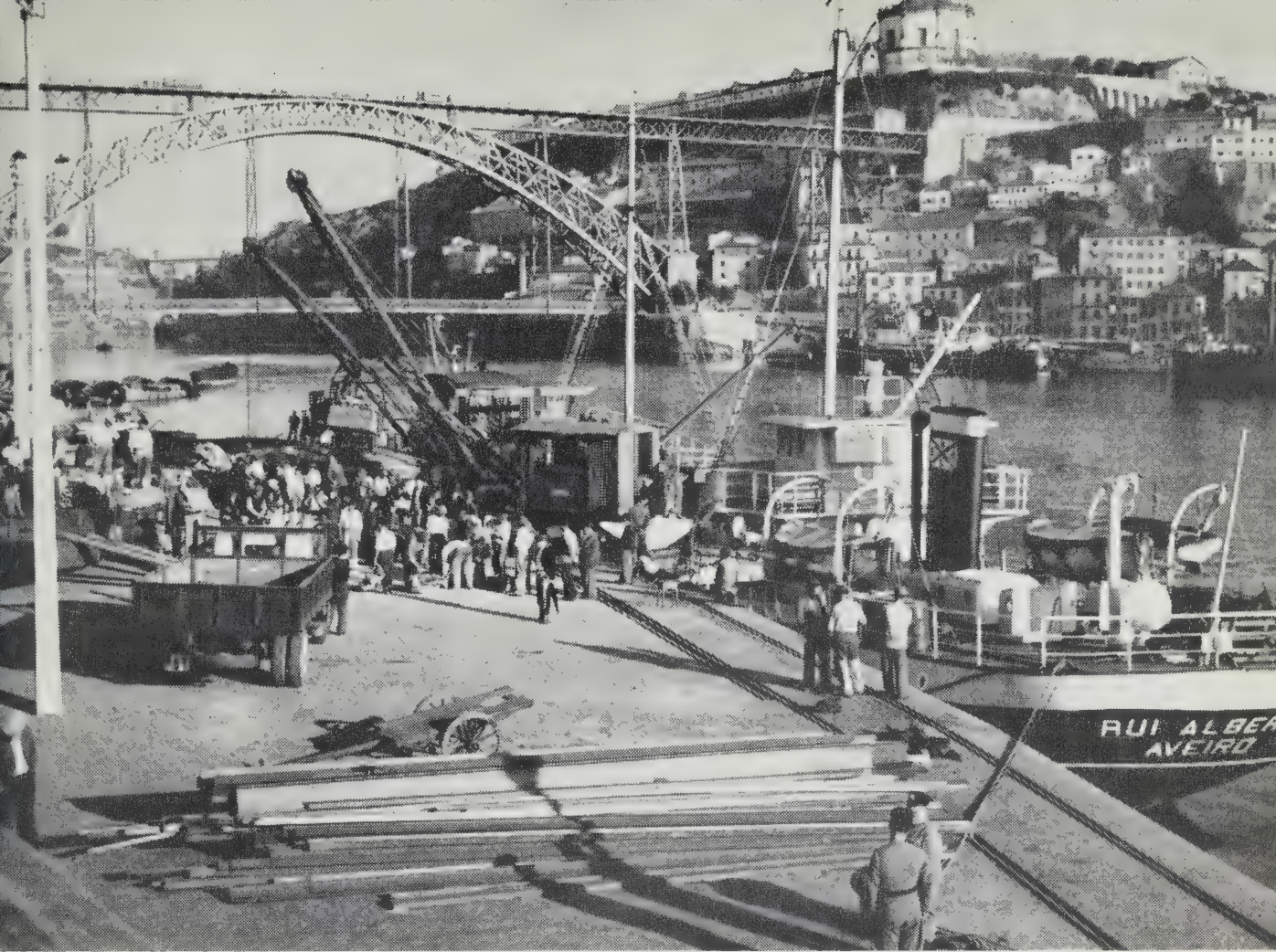
Fish Products.—A quarter of a century ago the fisheries accounted for more than half of Newfoundland's exports in value. During the depression following 1929, fisheries exports fell below forest products in value, and during the five-year period 1936-40 even below mineral exports. This was partly due to the increased production in these two industries and partly to the more pronounced drop in prices for fish than for other exports. The rise in fish prices in the later years of the War and afterwards placed fisheries exports

MILLIONS OF DOLLARS

NEWFOUNDLAND

IMPORTS, EXPORTS AND BALANCE OF TRADE





Newfoundland salt codfish being unloaded in Portugal.

in first place in the year ended Mar. 31, 1947, and second to forest products the following year. But though fisheries exports are of proportionately less importance than they were a quarter of a century ago, that industry still holds first place in numbers employed and in the social effects of its success or failure.

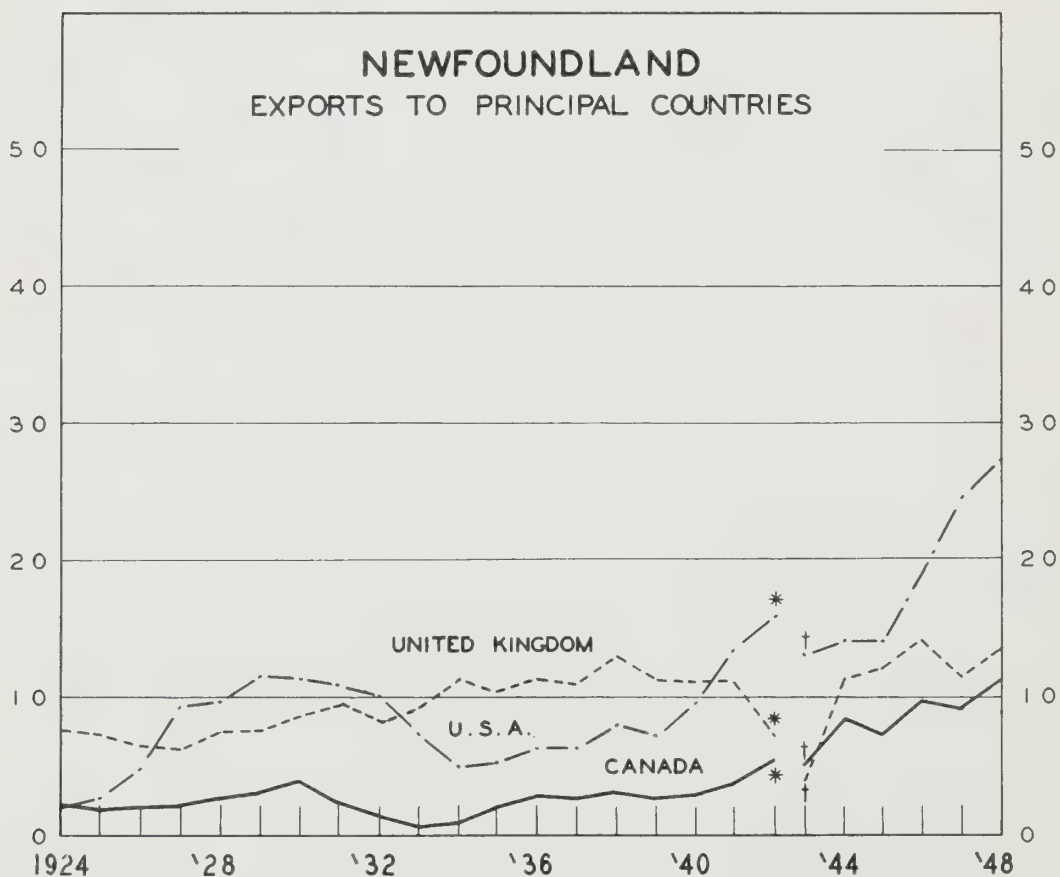
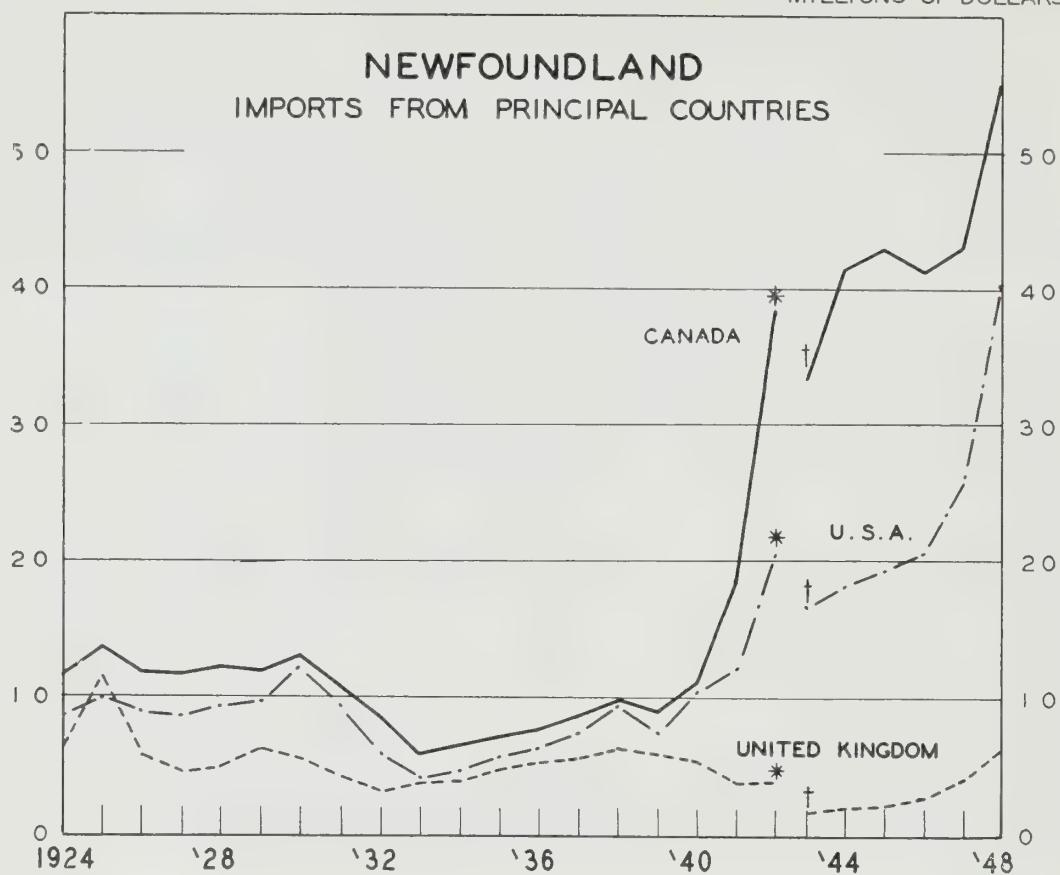
*Exports of Fish and Fish Products, Years Ended Mar. 31,
1947 and 1948*

Product	1947	1948
	\$'000	\$'000
Codfish salted and other.....	15,963	16,831
Codfish fresh.....	4,613	1,725
Lobster.....	968	856
Salmon.....	890	771
Herring.....	4,910	2,171
Fish oils and meals.....	2,664	4,676
Other fishery.....	918	1,992
Totals.....	30,926	29,022

Since the earliest days dried cod has been the staple of the fishing industry and still accounts for more than half of the total

MILLIONS OF DOLLARS

MILLIONS OF DOLLARS



* FISCAL YEARS ENDED JUNE 30, 1924-1942.

† YEARS ENDED MARCH 31 FOR 1943 AND LATER. 1943 DATA ARE FOR NINE MONTHS.

fisheries exports. The historic markets for dried cod were Spain and Portugal, Mediterranean countries (particularly Italy and Greece), and Brazil. As late as 1930 these countries were taking over 80 p.c. of the output. The world depression, political disturbances in the Mediterranean area, competition from Iceland and Norway for what remained of the European market, and the collapse of coffee prices in Brazil turned Newfoundland exporters in the 1930's to the West Indies markets. In 1940, 40 p.c. of Newfoundland's dried cod was going to the West Indies and the Caribbean area. The elimination of Norway and Iceland as competitors during the War, and the demand for foodstuffs for relief in the liberated areas of Europe, re-opened European markets for a time. By 1947 exchange difficulties had developed but the Newfoundland industry was temporarily saved by an arrangement whereby the United Kingdom was to accept for Newfoundland exports the currencies of the Mediterranean countries concerned, the Newfoundland Government to be credited with blocked sterling and the Newfoundland exporter to be paid in dollars by the Commission of Government out of its accumulated dollar surplus. A similar arrangement was made for the season of 1948, but the Commission of Government announced that no further extension of these arrangements could be assumed.

The development of fresh-frozen products, particularly cod fillets since 1939, has been of great importance to the fishing industry. During the War the United Kingdom was the principal outlet for frozen fish, but in the past two years the revival of the British industry and difficulties in exchange have virtually closed that market. To some extent an alternative market has been found in the United States. Indeed, sales of fresh-frozen products to that country mushroomed from almost nothing in 1938 to more than 10,000,000 lb. in 1947. The fresh-fish trade benefited by the Trade Agreement between the United States and Canada under which a quota of fresh fish at reduced tariff rates was provided for. Although not required by the Agreement, the Newfoundland product was admitted under the quota.

Exports of Fresh Cod and Frozen Fillets, Selected Fiscal Years
1938-48

Fiscal Year Ended— ¹	United Kingdom	Canada	United States	Total
	\$	\$	\$	\$
1938.....	—	7,000	51,000	58,000
1940.....	348,000	71,000	5,000	424,000
1942.....	529,000	192,000	97,000	818,000
1944.....	794,000	1,050,000	527,000	2,371,000
1946.....	3,273,000	1,508,000	1,060,000	5,841,000
1948.....	—	395,000	1,324,000	1,712,000

¹For 1938-42, fiscal years ended June 30; for 1944-48, Mar. 31.

But, however important the United States market may be, there are obvious obstacles to unlimited expansion of exports there:

among them, the strongly entrenched position politically of the New England fishing industry which is likely to resist any "flooding" of the United States market, and increasing competition from the Icelandic industry.

Newsprint and Forest Products.—The newsprint industry in Newfoundland began as a base of supply for the United Kingdom and a substantial proportion of production has normally gone there. Although both companies [the Anglo-Newfoundland Development Company at Grand Falls and the Bowater's (Newfoundland) Pulp and Paper Mills at Corner Brook] are controlled by United Kingdom capital, exchange difficulties and the great demand of the North American market have combined since the War to divert most of the Newfoundland product to the dollar area, particularly to the United States. Both companies are now said to have long-term contracts with United States consumers covering most of their output for the next decade.

*Exports of Newsprint, by Principal Countries, Fiscal Years
1940-48*

Fiscal Year Ended— ¹	United Kingdom	United States	Australia	Argentina	Mexico	Other Countries
	tons	tons	tons	tons	tons	tons
1940.....	150,198	136,412	21,645	15,621	2,095	20,153
1941.....	90,823	197,919	8,784	18,066	4,945	31,360
1942.....	46,073	206,341	5,160	26,049	9,315	14,200
1943.....	15,301	139,415	—	1,557	3,417	24,072
1944.....	102,213	110,545	4,284	12,435	14,581	7,478
1945.....	101,237	97,956	7,193	15,333	26,447	5,145
1946.....	93,215	150,551	12,395	5,284	31,662	15,771
1947.....	31,128	181,205	26,678	26,021	25,256	17,849
1948.....	55,018	197,317	21,034	24,024	27,308	17,896

¹ For 1940-42, fiscal years ended June 30; 1943, nine months ended Mar. 31; 1944-48, fiscal years ended Mar. 31.

Exports of Wood-Pulp, Fiscal Years 1940-48

Fiscal Year Ended— ¹	Unbleached Sulphite		Mechanical	
	tons	\$	tons	\$
1940.....	11,111	512,949	98	3,463
1941.....	28,932	1,676,921	8,685	252,557
1942.....	57,849	3,284,247	22,779	790,137
1943.....	30,827	1,742,820	24,825	870,777
1944.....	36,541	2,088,100	35,517	1,463,790
1945.....	27,559	1,661,620	38,250	1,814,895
1946.....	35,500	2,428,906	12,635	759,917
1947.....	17,060	1,305,017	—	—
1948.....	42,885	2,996,198	778	47,916

¹ For 1940-42, fiscal years ended June 30; 1943, nine months ended Mar. 31; 1944-48, fiscal years ended Mar. 31.

In recent years there has also been a small export of pitprops to the United Kingdom, and of pulpwood mainly to the United Kingdom. Indeed in 1947-48 it was said to be profitable for United

Kingdom mills to import Newfoundland pulpwood for the production of newsprint for export to dollar countries.

Exports of Pitprops and Pulpwood, Fiscal Years 1940-48

Fiscal Year Ended— ¹	Pitprops		Pulpwood	
	cords	\$	cords	\$
1940.....	55,178	542,489	60,453	605,721
1941.....	87,499	953,775	60,503	837,741
1942.....	—	—	—	—
1943.....	—	—	—	—
1944.....	15,559	202,829	—	—
1945.....	16,834	319,131	—	—
1946.....	20,172	400,964	—	—
1947.....	25,145	486,029	41,988	919,360
1948.....	14,171	318,593	81,922	2,174,411

¹ For 1940-42, fiscal years ended June 30; 1943, nine months ended Mar. 31; 1944-48, fiscal years ended Mar. 31.

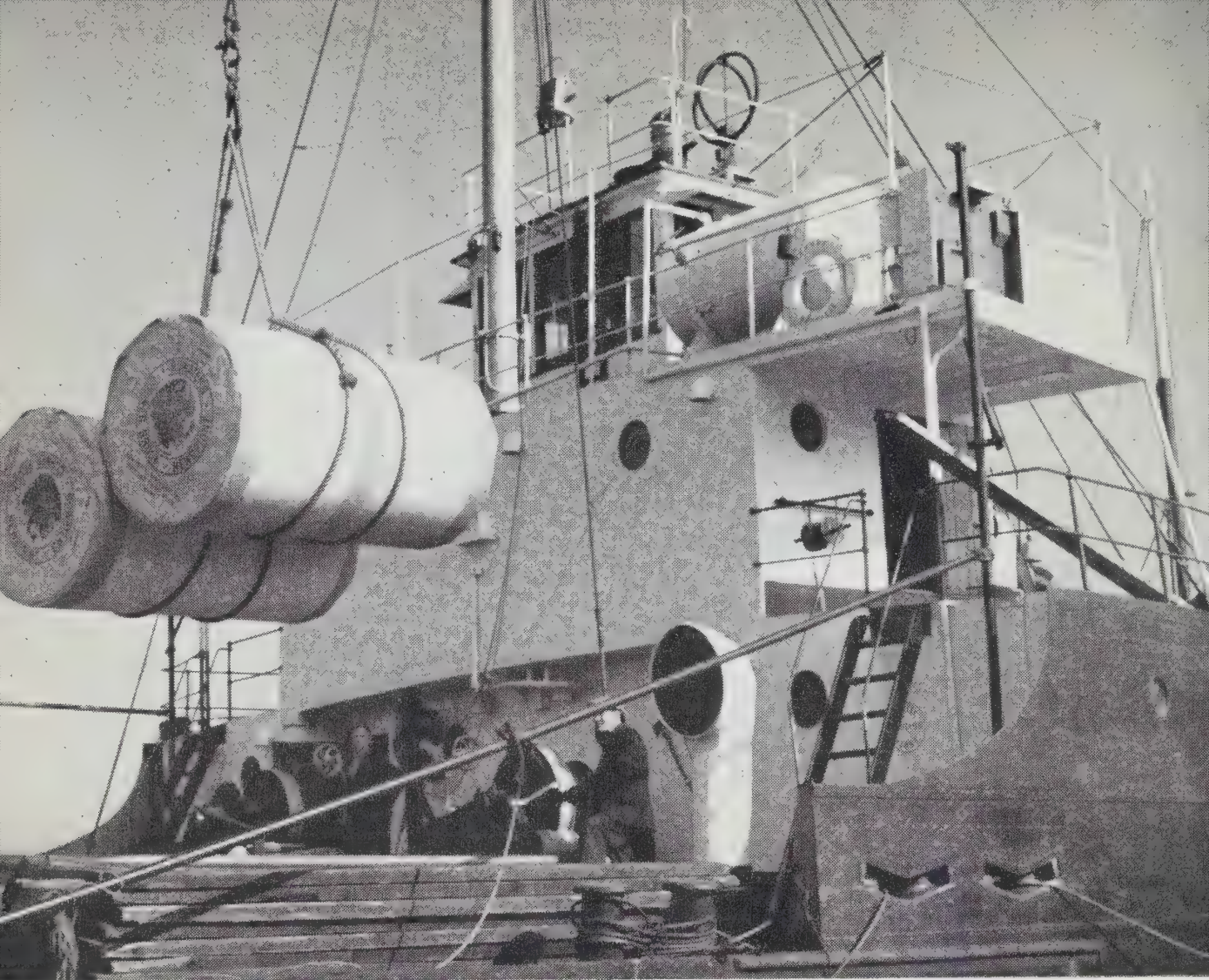
Minerals.—Before the First World War Canada took fully two-thirds of Newfoundland's production of iron ore, but after the War Germany (direct and through Holland) became the principal market, with Canada second—the United Kingdom and the United States taking small quantities from time to time. In the first year of the Second World War the United Kingdom took over 600,000 tons and, although this outlet was virtually closed later owing to shipping difficulties, exports to the United Kingdom recovered after the War ended. Since 1944 almost the entire production has been taken by Canada and the United Kingdom.

Exports of Iron Ore, Years Ended Mar. 31, 1945-48

Year	Canada		United Kingdom		United States		Totals	
	'000 tons	\$'000	'000 tons	\$'000	'000 tons	\$'000	'000 tons	\$'000
1945.....	531	1,405	27	70	—	—	578	1,474
1946.....	659	1,663	307	1,251	34	137	1,000	3,052
1947.....	473	1,697	757	2,727	16	62	1,246	4,486
1948.....	665	2,723	595	2,440	—	—	1,260	5,164

At Buchans the non-ferrous mines yield ore with a relatively high percentage of sulphides of zinc, lead and copper. In 1947-48 exports of zinc concentrates were valued at \$2,504,000 (\$2,710,000 in 1946-47); lead concentrates \$5,149,000 (\$3,512,000 in 1946-47); copper concentrates \$1,521,000 (\$1,426,000 in 1946-47).

In the pre-war period the main markets were Belgium, France and Germany. During the War the concentrates were shipped mainly to the United States and the United Kingdom. After the War markets re-opened in Europe, mainly in Belgium and France, and small shipments of zinc concentrates have gone to Norway. The United States, however, has continued to be an important outlet;



Rolls of newsprint being loaded on a freighter for shipment to United States markets.

in 1947-48 all copper concentrates were exported to the United States, as well as about 50 p.c. of the lead concentrates and close to 30 p.c. of the zinc concentrates.

The only other minerals of importance in foreign trade are limestone and fluorspar. The demand for limestone depends almost entirely on the steel industry at Sydney, N.S. In the five years ended 1940 exports averaged about \$220,000 annually; the average for the three years ended Mar. 31, 1948, was about \$380,000. Before the War exports of fluorspar averaged slightly more than \$50,000; the average for the three years ended Mar. 31, 1948, was about \$772,000. The bulk of the production is taken by Canada and the United States, though small shipments have been made to Chile, Finland and India.

Imports

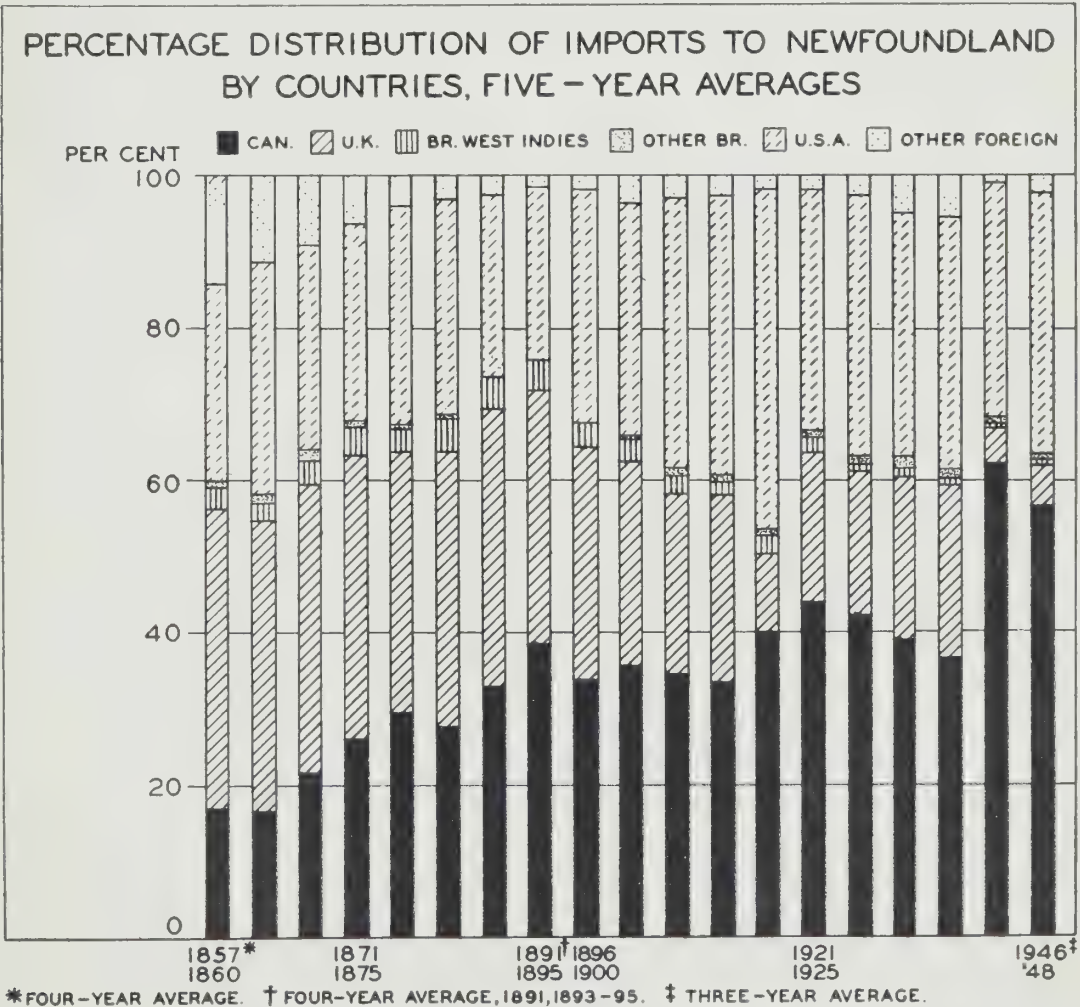
The increase in imports during the past few years has surpassed that in exports. In 1926 imports totalled only about \$27,500,000. They rose gradually to \$31,500,000 in 1930, only to be cut in half during the next two years. Thereafter they rose irregularly to \$27,900,000 in 1938. General economic stimulation due to defence

construction after 1940 accounted for the jump to \$64,500,000 in 1942. Imports remained near this figure until 1946 after which they again bounded upward, reaching in 1947-48 an all-time high of \$105,000,000, or more than four times the average for the five-year period ended Mar. 31, 1947.

Imports by Commodity Groups and Sources, Years Ended
Mar. 31, 1947 and 1948

Commodity Group	Canada		United States		Totals ¹	
	1947	1948	1947	1948	1947	1948
	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Foodstuffs and beverages	17,617	20,650	8,730	9,839	27,558	33,199
Non-edible animal and vegetable products (leather, rubber, tobacco, etc.)	2,927	3,216	2,205	2,770	5,361	6,340
Textiles and clothing	3,680	4,241	3,516	4,944	9,126	11,897
Wood and paper products	2,519	3,119	873	2,003	3,552	5,240
Non-metallic minerals	6,340	7,375	2,232	4,467	9,563	13,471
Metals and manufactures	2,450	3,906	1,618	2,883	4,449	7,491
Machinery and vehicles	3,140	7,355	4,435	10,143	8,171	18,488
Chemicals, etc.	1,981	2,510	622	880	2,803	3,663
Miscellaneous	2,380	2,610	1,209	2,384	3,822	5,266
Totals	43,033	54,983	25,434	40,313	74,407	105,055

¹Includes imports from other countries.



During the decade before 1939 over 90 p.c. of Newfoundland's imports came from three sources: Canada, the United States and the United Kingdom. During the War the United Kingdom's share declined, Canada taking up the slack. In the period 1921-40, Canada supplied 40 p.c. of the imports, the United States 32.8 p.c., and the United Kingdom 20.8 p.c.

Balance of Trade

A striking feature of the balance of trade during the period 1925 to 1940 was that Newfoundland enjoyed a substantial surplus on trading account. For the last ten of these fifteen years, moreover, Newfoundland appeared to be in a state of chronic depression. This surplus on trading account was no doubt used to pay for services—interest and dividends to foreign investors, shipping, banking and insurance charges. On the other hand, after 1941 Newfoundland experienced a considerable adverse balance on trading account, while during this period it was enjoying unparalleled prosperity. The main reason was, no doubt, the enormous capital investment in defence construction made during the War by the United States and Canada, and to a lesser extent by the United Kingdom. After 1944 a conjuncture of circumstances continued the wartime boom: defence expenditures continued, though at a lesser rate; the Newfoundland Government and private industry were making substantial capital expenditures out of wartime accumulations; a considerable volume of permanent employment for Newfoundlanders had developed at defence bases and at Gander Airport; and consumers probably drew on savings accumulated in wartime, especially for the purchase of durable goods, such as motor cars and electrical appliances. The Newfoundland economy undoubtedly changed as a result of the abnormal stimulus it received during the War.

The terms of trade with the principal countries with which Newfoundland has done business are also significant, especially in view of the post-war exchange situation. The United Kingdom has normally been a much more important market than a source of supply. This situation was especially noticeable after the War, owing partly to the shortage of available exports from the United Kingdom. Thus, in 1946-47 Newfoundland exported to the United Kingdom about \$11,600,000 but imported from it less than \$4,200,000. Over the past quarter-century the United Kingdom has imported from Newfoundland about twice the value of goods sent to the Island.

The situation was the reverse with respect to trade with Canada before Union. Newfoundland always purchased from Canada very much more than it sold there. In 1947-48, for example, Newfoundland imports from Canada were about \$55,000,000, while exports to Canada were about \$11,100,000, or only about one-fifth as great.

Trade with the United States, however, was normally more nearly in balance and from time to time over the past 20 years Newfoundland has enjoyed a favourable balance of trade with the United States. In 1940-41, for example, imports from the United

Motor vessel
"Glenwood" un-
loading New-
foundland cod-
fish at Kingston,
Jamaica.



States amounted to \$12,200,000 compared with exports of \$13,500,000. In addition Newfoundland during the war years reaped a substantial surplus of U.S. dollars because of wartime expenditures there by the United States.

After the Second World War Newfoundland, like other trading countries, faced serious difficulties in trade resulting from the exchange situation. A substantial portion of its production had normally been marketed in countries now within the sterling area—more than 25 p.c. of its exports both in 1946-47 and 1947-48 went to sterling countries. Of the main markets for salt cod (see p. 119), Brazil was the only "hard currency" country. The situation was eased in part by heavy purchases in dollars for UNRRA and military relief, mainly of fish products. "Offshore" purchases under the United States European Recovery Program later took up some of the slack. Additional aid in financing fish sales in 1947-48 and 1948-49 was arranged temporarily with the United Kingdom (see p. 119). Inability of Newfoundland exporters to obtain dollars for exports to the sterling area would seriously impair the Island's ability to purchase essential supplies, such as foodstuffs, clothing, fuel and machinery from the United States and the rest of Canada.

Effects of Union on Trade

Union with Canada is likely to influence considerably the course of Newfoundland's foreign trade. Exports are likely to continue flowing in existing channels. With regard to imports, however, the removal of tariff barriers against the remainder of Canada, and the retention of Canadian tariffs against other sources of supply should result in a substantial diversion of trade to Canadian sources. Payments of social welfare benefits, such as family allowances and old age pensions, should moreover tend to preserve in Newfoundland a flow of consumer purchasing power, which should make the Province less vulnerable to violent swings in the business cycle.



Transportation and Communications

THE sea has always been an essential highway for Newfoundland, both for contact between coastal communities on the Island and for reaching the outside world. Railways were developed later than on the mainland, largely because the sea was available, and it was not until about the close of the last century that the east and west coasts of the Island were linked by rail. The extension of roads has been relatively slow, partly for the same reason, and there is as yet no trans-insular highway. The development of air transport, although it has provided rapid transportation for mail and passengers to and from other territories, has not fundamentally altered Newfoundland's dependence on sea transport for marketing its products abroad. The sea is still the dominant transport factor in the economic life of the Province.

Railways

The history of railway construction in Newfoundland is outlined on pp. 28-29.

Under the Terms of Union the Railway and its steamship and other services were taken over by the Canadian Government. In April, 1949, the Newfoundland Railway became part of the Canadian National Railways. Henceforth the operation of the Railway and its subordinate services will be under the control of the Parliament of Canada.

The main railway line runs from St. John's to Port aux Basques in a northward irregular semi-circle, cutting heads of bays and passing through Grand Falls and Corner Brook on its way. Together with the four branch lines, it extends to about 705 miles of narrow-gauge road. Since 1897 it has been linked with the Canadian trans-continental system by a steamship service between Port aux Basques and North Sydney, Nova Scotia. In summer the Railway has run one train daily in both directions on the cross-country line and about three trains a week in winter. It performs essential services in carrying mails, moving pulpwood to the mills, transporting fish and other produce, and especially newsprint in winter, to the exporting centres, and food and other supplies to consuming centres. Fuel is supplied to Gander Airport by rail.

The provision of railway and steamship services has been costly. Between 1923 when the Government acquired the Railway and 1934, the year when Government by Commission began, the deficit on the Railway and its associated service was about \$4,340,000. The Amulree Commission assessed the total cost to 1934 to the Government at \$42,000,000, represented in the national debt by perhaps

\$39,000,000. For 1945-46 the operating deficit was \$1,036,000, as compared with a wartime peak operating surplus of \$1,447,000 in 1941-42. During the War, however, the capital outlay more than offset the operating surplus.

Railway Operating Revenues and Expenditures, Fiscal Years 1930-49

SOURCE: Newfoundland Services, Canadian National Railways.

Year Ended— ¹	Revenues	Expenditures	Surplus (+) Deficit (—)
	\$	\$	\$
1930.....	3,714,606	4,095,100	— 380,494
1931.....	3,187,158	3,896,766	— 709,608
1932.....	2,309,087	2,648,119	— 339,033
1933.....	2,208,566	2,422,898	— 214,332
1934.....	2,573,899	2,711,515	— 137,616
1935.....	2,694,961	2,737,725	— 42,764
1936.....	2,847,863	2,892,381	— 44,518
1937.....	3,024,248	2,993,312	+ 30,936
1938.....	3,503,560	3,577,385	— 73,824
1939.....	3,110,577	3,415,045	— 304,468
1940.....	3,512,186	3,602,168	— 89,982
1941.....	5,015,117	4,516,488	+ 498,630
1942.....	8,167,264	6,719,834	+ 1,447,430
1943.....	7,713,814	7,502,126	+ 211,688
1944.....	11,730,065	11,620,584	+ 109,481
1945.....	12,668,130	13,193,846	— 525,716
1946.....	11,140,417	12,176,037	— 1,035,624
1947.....	9,140,532	11,217,500	— 2,076,968
1948.....	9,680,604	11,651,018	— 1,970,414
1949 ²	8,727,000	9,915,000	— 1,188,000

¹For 1930-42 fiscal year ended June 30; for 1943 nine months ended Mar. 31; for 1944-49 fiscal year ended Mar. 31. ²Estimated in Newfoundland Government Estimates for 1948-49.

The annual railway payroll was about \$7,000,000. The estimated capital expenditure for 1948-49 was \$1,500,000. The estimated revenue for the same year was made up as follows: railway operations, \$5,725,000; steamer operations, \$1,832,000; dockyard operations, \$1,070,000; and Government general subsidy, \$100,000.

There are some inherent difficulties in the way of profitable operation. More than 700 miles of railway are needed to serve a scattered population and freight revenues have been low in proportion to mileage and required equipment. The winter climate of Newfoundland, as in much of Canada, creates operational difficulties. In recent years higher wage costs, improvement of rights of way, costs of maintenance and replacement of equipment have contributed to the financial burden.

Of the steamships operated by the Railway, seven are used to carry freight, mail and passengers on a scheduled coastal service which includes Labrador. In the summer ships call at every important coastal settlement. In winter virtually the whole coast, except the south and the Avalon Peninsula, is blocked by ice. This coast-wise service is essential for coastal settlements remote from the Railway. The Railway also operates a steamship service between North Sydney and Port aux Basques, thus linking the Island's railway system with that of the mainland.



The Railway, which was taken over after Union by the Canadian National Railways, operates a daily service from St. John's to Port aux Basques.

Ocean Transport

If the sea has long provided the chief source of Newfoundland's products, it has also provided a ready means of carrying them to overseas markets. Shipments of fish are made the year round but chiefly from September to December. Shipments destined for Mediterranean countries usually sail from St. John's direct to Mediterranean ports, although some are consigned by way of Liverpool. Shipments to Portugal are usually direct and those to Brazil and the West Indies are either direct or by way of New York. Certain Newfoundland exporters have their own vessels. A fleet of refrigerator ships, for example, plies between Newfoundland and the Great Lakes, returning with food and general cargo. The Newfoundland Government built at Clarenville during the Second World War ten wooden motor-vessels. These were chartered to the Railway and engaged in the local and foreign carrying trade. On the whole, however, Newfoundland fish is to-day carried abroad in chartered foreign steamers manned by foreign crews, unlike the earlier days of sail, when St. John's was the site of a flourishing shipbuilding industry.

Company-owned ships carry the products of the pulp and paper mills abroad, mainly to the United Kingdom and the United States, from Botwood and Corner Brook. When these ports are closed by ice, St. John's and Port aux Basques, the railway termini, are used.

Although the larger transatlantic liners do not call at Newfound-



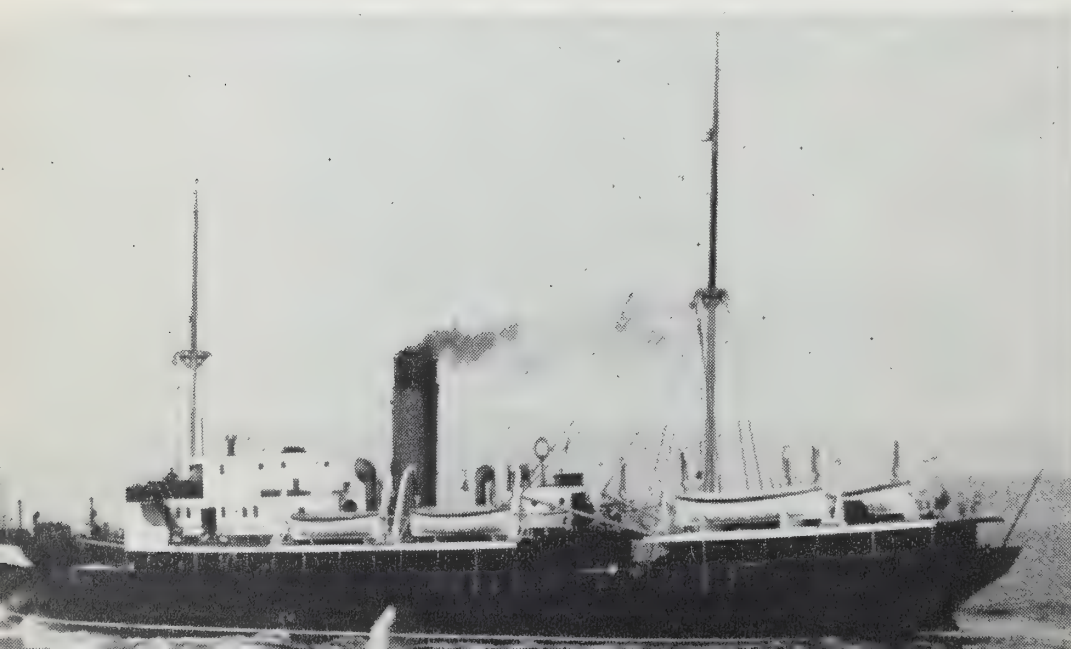
SS "Cabot Strait"
runs between
Port aux Bas-
ques and North
Sydney, N. S.,
connecting the
two railheads.

land ports, the Province is linked with other territories by regular steamship services. The fortnightly service on the Boston-Halifax-St. John's-Liverpool run has been resumed as wartime losses of ships have been made good and a weekly run links New York and St. John's by way of Halifax. Montreal and St. John's are joined by steamers, which call en route at Halifax and Charlottetown. There is also a regular service between Montreal and Corner Brook, which goes on to Labrador.

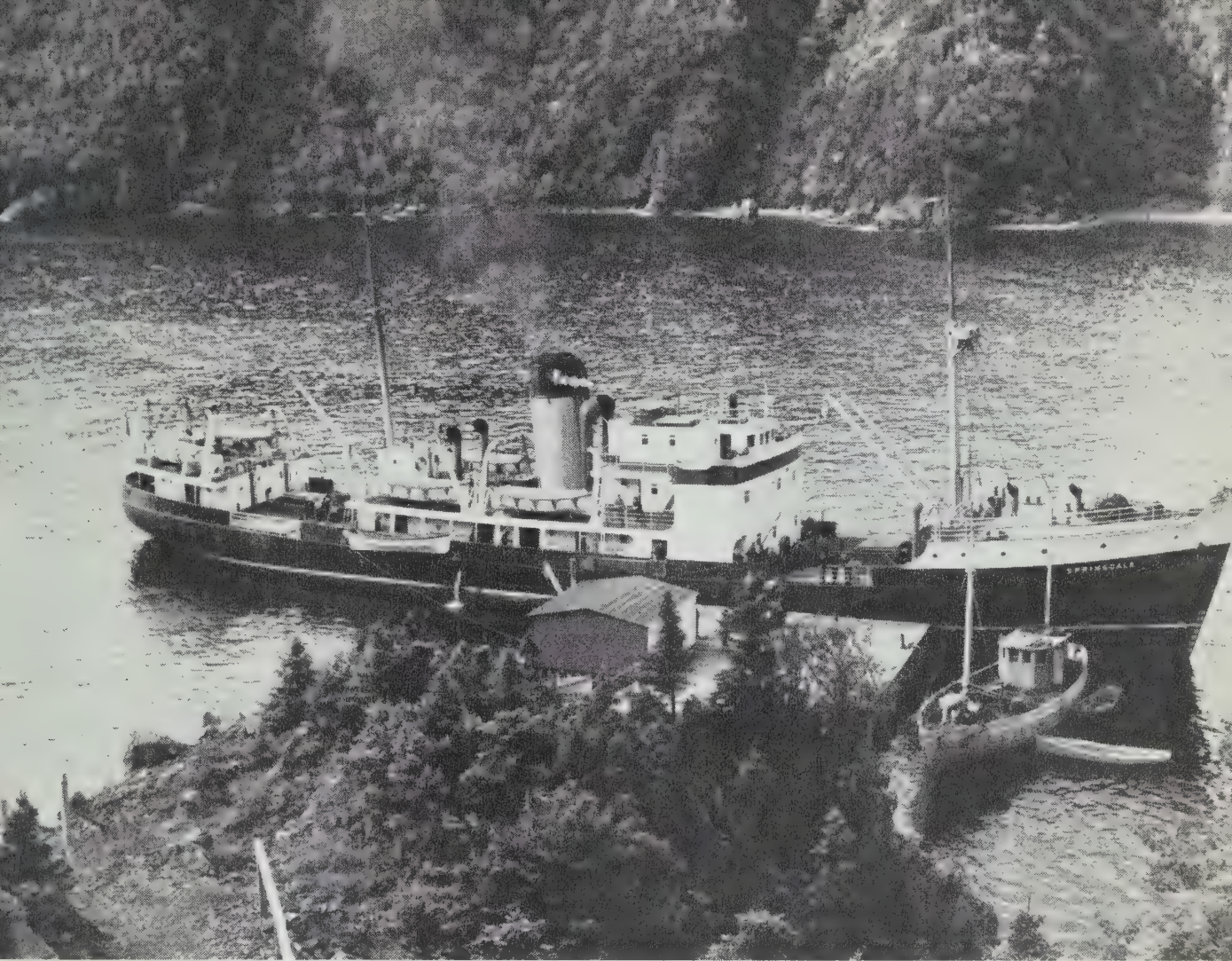
Since 1850 there have been continuous steamship services between St. John's and Halifax and between Halifax and the West Indies. The United Kingdom Government subsidized the Halifax-West Indies run from 1850 until 1886, when the Canadian Government took over the subsidization.

Ports

The foreign trade of the Island is largely concentrated in four ports—St. John's, Botwood, Corner Brook and Port aux Basques.



SS "Northern
Ranger" carries
passengers and
general cargo on
the St. John's-
Corner Brook
route, calling at
more than 50
ports in New-
foundland and
four in southern
Labrador. This
is a favourite
tourist trip.



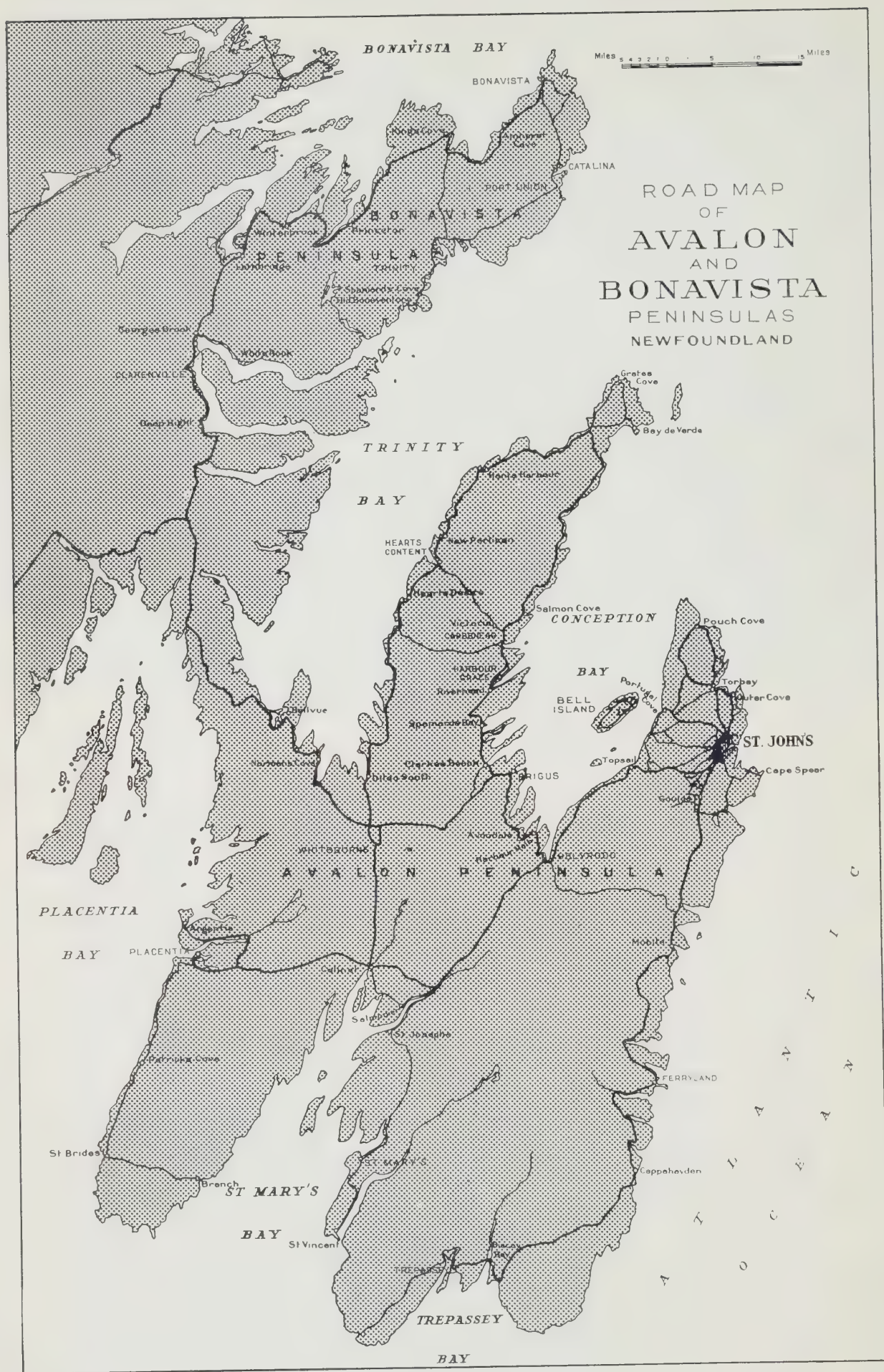
SS "Springdale" serves Notre Dame Bay operating from Lewisporte on a weekly schedule.

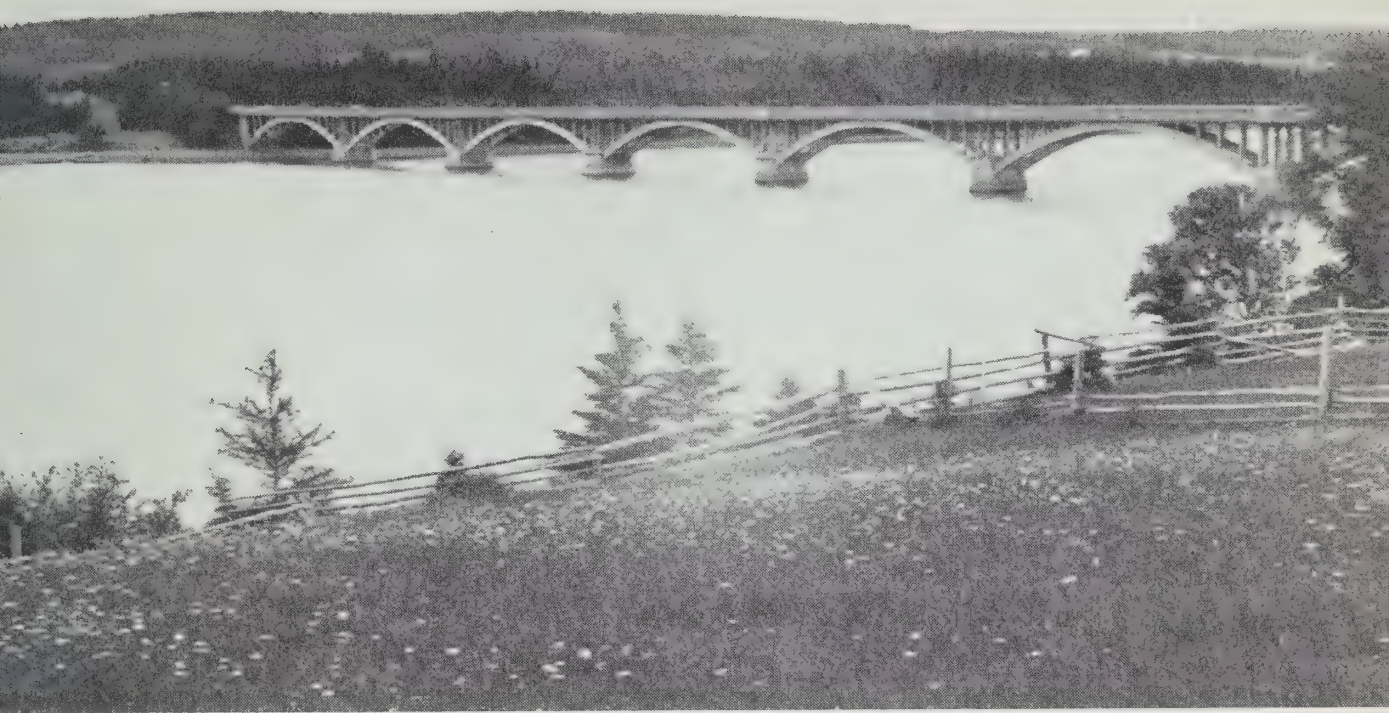
St. John's harbour, the site of the graving dock, is well equipped with the normal facilities of a small ocean port and is open the year round, except that it may be closed by drift ice for a brief period in the spring. Botwood comes second in point of tonnage and is the outlet for the pulp and paper products of Grand Falls and the concentrates from Buchans. Its possibilities as a deep-water port are offset by the ice that closes the harbour for four or five months of the year.

On the west coast the largest port is Corner Brook, which during the open season is the shipping port for the paper company situated there and an important distributing centre for the west coast. The ports on this coast are frozen up by January. Port aux Basques, which is open throughout the year, is the western terminus of the Railway and as such is one of the main ports of overland entry. Iron ore is shipped direct from the mine on Bell Island, which is thus also an important shipping point.

Roads

The sea and the railroad have not yet yielded to road transport any great amount of their importance in the internal transportation





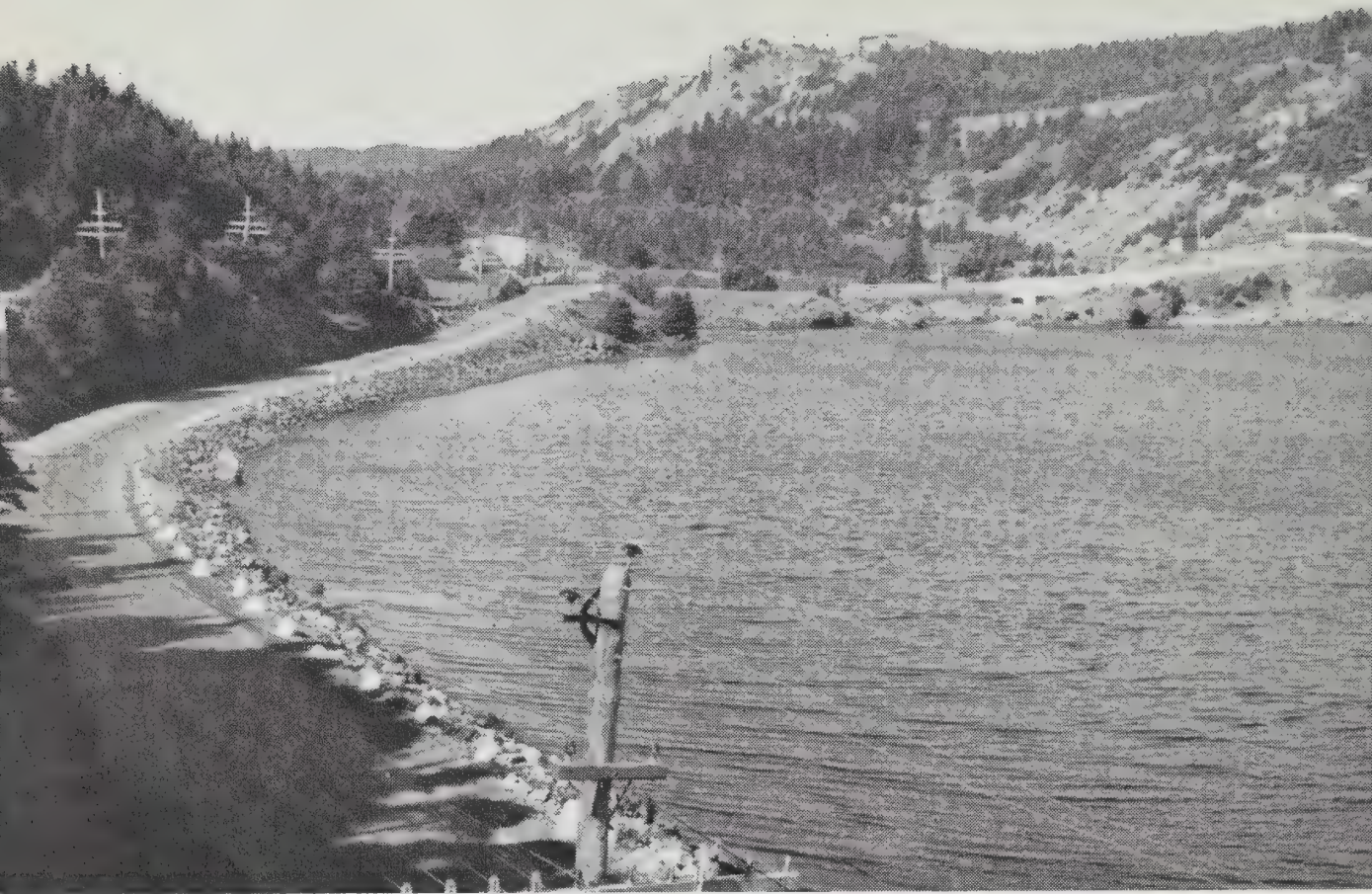
Bridge across the Grand Codroy River.

system of the Island. The roads of Newfoundland have grown regionally rather than as a country-wide system. This mode of development reflects the dispersion of the small population in coastal fishing settlements.

In the area of densest population, the Avalon Peninsula, and more particularly along the coast of Conception Bay, a network of roads follows the coast line and shuttles overland. From this region four routes radiate. Three of the routes go southward on the peninsula to Trepassey Bay, to Cape St. Vincent and the Cape St. Mary's district by way of Placentia. A stretch of 80 miles from St. John's to Carbonear comprised in 1949 the total length of paved highway in the Province, save certain stretches at Corner Brook and Grand Falls. As elsewhere on the Island the roads of this region are constructed chiefly of gravel.

The fourth route is the Cabot Highway, the longest road in the Province, which swings northward with the railway line over the isthmus, throwing off a southward fork towards the Burin Peninsula and then continuing up into the southern promontory of Bonavista Bay, where there is a network of gravel highroads and secondary roads. The Burin Peninsula has an almost completed loop in its southern half, while a route to join this with the fork thrusting southward from the Cabot Highway has been surveyed.

Between Burin and Port aux Basques there are no local systems to be worked into a continuous highroad along the southern coast, which thus depends upon the coastal steamship service. The local systems of the Island lie rather on the northward semi-circle traced



North Arm, Holyrood, showing a section of the paved road running from St. John's along the shore of Conception Bay to Carbonear.

by the railroad. The largest are in the areas of Grand Falls and Corner Brook, with smaller constructions lying at various points along the way, linked so far only by the road-surveyor's map or by the railroad itself and the age-old highway of the sea.

The pulp and paper companies have built for their own use a number of dirt logging roads piercing the interior of the country and connecting in some cases with the regional systems along the coast.

Finally there are short stretches of secondary road scattered along the way. They are most numerous in the region of the paved route from St. John's to Carbonear.

Thus Newfoundland has not yet realized the hope of a trans-insular highway. Nonetheless the Government has concentrated its efforts on it in recent years and there now remain about 225 miles to build before existing routes are linked into a continuous system of some 625 miles joining St. John's with Port aux Basques.

Local road work of this kind is planned largely by municipalities or by local road committees receiving a government grant at a fixed rate. Where there are no committees the government supplies materials and the community supplies free labour.

Altogether there are 5,800 miles of roads of all kinds, including 500 miles of trails between settlements. About half of this total length

is suitable for motor traffic and of this about one-half again lies in the Avalon Peninsula. The total paved length is 113 miles, the gravel 1,620 miles and the motorable secondary 450 miles. The rest is made up chiefly of 3,000 miles of secondary local road.

As in the case of the railway, maintenance and construction costs are kept high by difficulties of terrain and weather. The trans-insular highway will entail construction through rugged country broken by rocky ledges, muskeg swamps and numerous water-courses. Expenditures for construction and maintenance of roads and bridges over the past 10 years are given in the following table.

Expenditures on Roads and Bridges, 1939-48

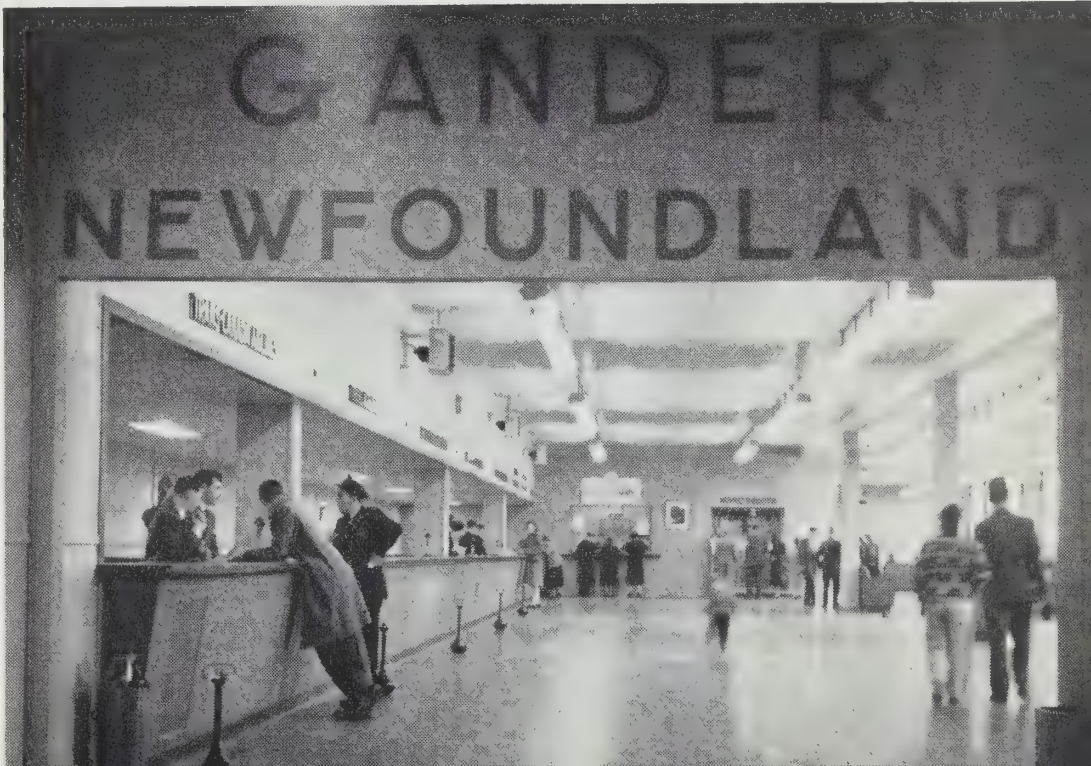
SOURCE: Department of Public Works, Newfoundland.

Year	Construction of New Roads		Reconditioning and Reconstruction of Roads		Paving of Roads		Maintenance of Roads	Bridges	
	Mile-age	Expen-diture	Mile-age	Expen-diture	Mile-age	Expen-diture	Expen-diture	Bridges Built	Expen-diture
	No.	\$	No.	\$	No.	\$	\$	No.	\$
1939...	79.5	460,423	24.5	385,842	9.2	98,832	267,000	31	80,372
1940...	19.5	104,266	4.0	20,437	2.8	27,680	365,000	21	54,485
1941...	10.9	99,670	15.0	76,000	3.1	46,552	416,000	36	84,708
1942...	1.5	2,873	18.2	143,383	8.0	128,471	425,000	29	81,146
1943...	19.0	69,237	11.7	122,306	9.0	113,400	536,000	24	104,457
1944...	33.2	204,597	17.7	191,530	5.6	165,152	634,000	19	118,039
1945...	13.5	181,253	20.4	361,103	11.4	261,225	697,000	25	116,235
1946...	34.4	477,978	7.0	92,766	17.4	334,008	1,004,000	19	106,588
1947...	52.2	756,143	46.5	537,598	2.2	92,086	987,000	27	158,326
1948...	69.7	666,556	52.0	298,295	16.0	479,447	1,206,000	12	156,642

Aviation

Newfoundland is the most easterly region of North America and lies on the shortest air route between the most densely peopled parts of North America and Europe. Its important position was

Gander Airport, showing the desks of various air lines, including Canadian, United States, Netherlands and French.





Control tower at
Gander Airport

recognized before the Second World War when the United Kingdom and Newfoundland Governments undertook to construct a civil airport at Gander for transatlantic flights. The airport lies in flat country in the northeastern part of the Island almost on the direct Montreal-London and New York-London route. It was extremely useful as a ferrying base during the Second World War, when it was under Canadian administration and was greatly improved. On being returned to Newfoundland in 1946, Gander was declared Newfoundland's civil international airport in accordance with the Chicago Conference of 1944. Under the terms of Union the airfield was transferred to the Federal Government of Canada. The field is widely used by civil aircraft on transatlantic flights.

"Blackouts" from fog or low clouds occur at Gander from 5 p.c. to 7 p.c. of the year, the number of days when fog appears amounting to about one-third of the year, and the region experiences heavy snowfalls. The new radar installation can, however, pick up aircraft within a radius of 100 miles. The field is linked with St. John's and Port aux Basques by railroad. The community is virtually a self-contained settlement of 2,000 to 3,000 persons having its own public services, churches, schools and hospital.

During the Second World War other fields were built for military use. The United States acquired under the Bases Agreement of 1941 a right to construct and maintain for military purposes fields at Argentia and Stephenville, while Canada acquired at Goose Bay in Labrador an area on a ninety-nine year lease to construct a military air base and acquired by purchase title to another area at Torbay near St. John's, for construction of a fighter-plane base. Goose Bay remains primarily a military field. Torbay, however, has since the War been a civil air field and is the terminus of Trans-Canada Airlines domestic service. By agreement between the Governments concerned, all these fields have been made weather alternates for transatlantic flying.

Goose Bay in Labrador is also a weather alternate to Gander. It has much less fog and is better situated for the shortest land-to-land route via Iceland and the route to Northern Europe. However, it is off the shortest New York-London route and slightly off the Montreal-London route, and is costly to operate, since it has to be serviced by air during the seven or eight months of the year when ships cannot get through. It is also a station for Canada's search-rescue services which are provided under the International Civil Aviation Organization.

Buchans is an emergency field in the interior of the Island near the mining development of the same name. Weather conditions are excellent and the approach is easy.

Botwood was developed as a seaplane base before the War. The harbour is excellent for seaplanes, but is closed by ice for about five months of the year. Its future as a landing point depends upon the future of the seaplane as an Atlantic carrier.

Since September, 1946, Canada has operated an airway traffic control centre at Moncton, New Brunswick, for the northwest Atlantic area, including Newfoundland, as recommended by the Dublin Conference of Provisional International Civil Aviation Organization in 1946.

When provision was made in 1936 for experimental civil air flights across the Atlantic, Canada agreed to provide the meteorological service in Newfoundland and a beginning was made before 1939. During the War the service was greatly expanded and after the War Canada undertook to continue it. A few existing United States stations have been linked with the Canadian service to provide in effect a single service for the Newfoundland-Labrador region.

Cabot tower stands on Signal Hill at the entrance to St. John's Harbour. Here Marconi received the first wireless signal across the Atlantic in 1901.



Communications

The needs of the small and widely scattered population are reflected in the tele-communications system. The public broadcasting system, now incorporated in the Canadian Broadcasting Corporation as a result of Union, was created by statute in 1939 "in view of the great value of the broadcasting service as a means of information, entertainment and education, and particularly in view of the lack of facilities for disseminating news and information of general interest and importance to the people in many settlements in Newfoundland". Since its establishment the system has been used extensively for sending messages to fishing vessels at sea and to remote areas. The main station of the system is CBN at St. John's, formerly VONF, with a long-wave transmitter of 10,000 watts. Smaller stations at Gander, Corner Brook and Grand Falls, set up by the former Broadcasting Corporation of Newfoundland, are also operated now by the CBC. There are a few small local stations at St. John's owned by a private company and by churches.

The Newfoundland Government paid for the operation in Labrador of wireless stations at Cartwright, Hopedale and Battle Harbour and a number of small wireless offices on the Island during the fishing season. These are now operated by the Federal Department of Transport.

Newfoundland has long had a telegraph service and postal service, the two being interlocked to form a close-knit system (now operated by Canadian National Railways). The main telegraph circuits link the larger centres, running mainly along the railroad, and reach remote places by wire or wireless, telegraph or telephone. Local post offices are also telegraph offices, the same personnel often operating both services. Mail is carried by the railroad and by coastal steamers. Until recently remote areas on coasts closed by ice were inadequately served, mostly by dog team in winter, but in 1947 an air-mail service to cover the northern peninsula in winter was begun.

The oldest operating transatlantic cable was laid to Heart's Content in 1873. Newfoundland is now the landing place for 14 transatlantic cables and the companies concerned also operate 14 cables across to the mainland. There is an FM radio link from Cape Ray in the southwest corner to Cape Breton Island, established during the War and since maintained chiefly for air-traffic control. A commercial long-distance telephone circuit also links the Island with the mainland.

The Press

The first newspaper in Newfoundland was the *Royal Gazette*, published in 1806. Like all early newspapers in North America it contained chiefly Government proclamations. This paper, now the *Newfoundland Gazette*, has been ever since the official publication of the Government of Newfoundland and is published as required, at irregular intervals.

Newfoundland weekly newspapers are well-produced. Corner Brook's "Western Star" won the Canadian Weekly Newspaper Association award in 1946 for the best front page.



Two daily newspapers are published in St. John's, the *Evening Telegram* and the *Daily News*, each with a circulation of over 11,000. The *Telegram* has been published since 1879 and the *News*, a morning paper, since 1894.

Weekly newspapers are published in St. John's and a number of smaller centres. The oldest is the *Twillingate Sun*, which in 1949 had a continuous record of 69 years of publishing. Corner Brook's *Western Star* had appeared as a weekly for 49 years when, in December, 1948, it began publishing twice a week. The *Fishermen's Advocate*, once a daily in St. John's, is now published weekly in Port Union as the official organ of the Fishermen's Protective Union. Other weeklies are listed on p. 140.

A number of commercial firms in St. John's issue monthly house organs containing local news. These are distributed free throughout the Province, and therefore have a larger circulation than any other publications in the country.

Magazines are issued monthly or quarterly by some of the larger schools and hospitals and by such private organizations as the Great War Veterans' Association. Monthly magazines are published by the three main religious denominations.

Four magazines are published commercially in St. John's: *Newfoundland Story*, containing fiction by local writers; *Profile*; the *Newfoundland Quarterly*; and *Protocol*, a quarterly which began publication in 1948 and has attracted considerable attention both in Newfoundland and abroad by its literary merits.

Newfoundland Publications

<i>Name</i>	<i>Place of Publication</i>	<i>Published</i>
NEWSPAPERS—		
Daily News	St. John's	Daily (a.m.)
Evening Telegram	St. John's	Daily (p.m.)
Newfoundland Trade Review	St. John's	Weekly
Observer's Weekly	St. John's	Weekly
Sunday Herald	St. John's	Weekly
Western Star	Corner Brook	Bi-weekly
Guardian	Bay Roberts	Weekly
Advertiser	Grand Falls	Weekly
Fishermen's Advocate	Port Union	Weekly
Sun	Twillingate	Weekly
HOUSE ORGANS—		
The Family Fireside (Gerald Doyle, Ltd.) ..	St. John's	Monthly
The Mailman (Steers, Ltd.)	St. John's	Monthly
The Newfoundlander (F. M. O'Leary, Ltd.)	St. John's	Monthly
The Royalist (Royal Stores Ltd.)	St. John's	Monthly
CHURCH PUBLICATIONS—		
Diocesan Magazine (Church of England)	St. John's	Monthly
The Greeting (United Church of Canada)	St. John's	Monthly
The Monitor (Roman Catholic Church)	St. John's	Monthly
MISCELLANEOUS—		
Journal of Commerce (Newfoundland Board of Trade)	St. John's	Monthly
Newfoundland Gazette (Government of Newfoundland)	St. John's	As required
N.T.A. Journal (Newfoundland Teachers' Ass'n.) ..	St. John's	Monthly
Newfoundland Story (fiction)	St. John's	Monthly
Profile	St. John's	Monthly
Newfoundland Quarterly	St. John's	Quarterly
Protocol	St. John's	Quarterly

Appendix

Sources of Information on Newfoundland, including Labrador

Books

NEWFOUNDLAND—ECONOMIC, DIPLOMATIC AND STRATEGIC STUDIES.

R. A. Mackay (Editor). Issued under the auspices of the Royal Institute of International Affairs. Toronto, Oxford University Press, 1946.

THE STORY OF NEWFOUNDLAND.

J. A. Cochrane. Boston, Ginn and Company, 1938.

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R. H. Tait. U.S.A., The Harrington Press, 1939.

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A. H. McLintock. London, Longmans Green, 1941.

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Sir Thomas Lodge. London, Cassell, 1939.

CANADA AND NEWFOUNDLAND.

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OUTLINES OF THE GEOGRAPHY, LIFE AND CUSTOMS OF NEWFOUNDLAND-LABRADOR. (2 Vols.).

V. Tanner. Cambridge University Press, 1947.

THE POSTAGE STAMPS AND POSTAL HISTORY OF NEWFOUNDLAND.

Winthrop S. Boggs. Michigan, U.S.A., Chambers Publishing Co.

NARRATIVE OF A JOURNEY ACROSS THE ISLAND OF NEWFOUNDLAND, 1822.

W. E. Cormack. London, Longmans Green, 1928.

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R. B. Ewbank. Cardiff, Wm. Lewis, 1939.

THE SALMON RIVERS OF NEWFOUNDLAND.

C. H. Palmer. Boston, Farrington Printing Co., 1928.

HISTORICAL GEOGRAPHY OF BRITISH COLONIES, VOL. 5, PT. 4 (NEWFOUNDLAND).

J. D. Rogers. Oxford University Press, 1911.

NEWFOUNDLAND, OUR NORTH DOOR NEIGHBOUR. (Photographs).

A. C. Shelton. New York, Dutton and Co., 1943.

THE NEW NEWFOUNDLAND.

J. R. Smallwood. New York, Macmillan and Co., 1931.

BOOK OF NEWFOUNDLAND. (2 Vols.)

J. R. Smallwood (Editor). Newfoundland Book Publishers Ltd., 1937.

NEWFOUNDLAND, THE OLDEST BRITISH COLONY.

J. Halton and Rev. M. Harvey. London, Chapman & Hall.

THE HISTORY OF NEWFOUNDLAND.

Rev. Charles Pedley. London, Longmans Green, 1863.

A HISTORY OF NEWFOUNDLAND.

D. W. Prowse. London, Macmillan, 1895. (Out of print, but copies occasionally obtainable in Newfoundland and in reference libraries. This is still considered the best history of Newfoundland.)

AN ECONOMIC GEOGRAPHY OF NEWFOUNDLAND.

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THIS IS NEWFOUNDLAND.

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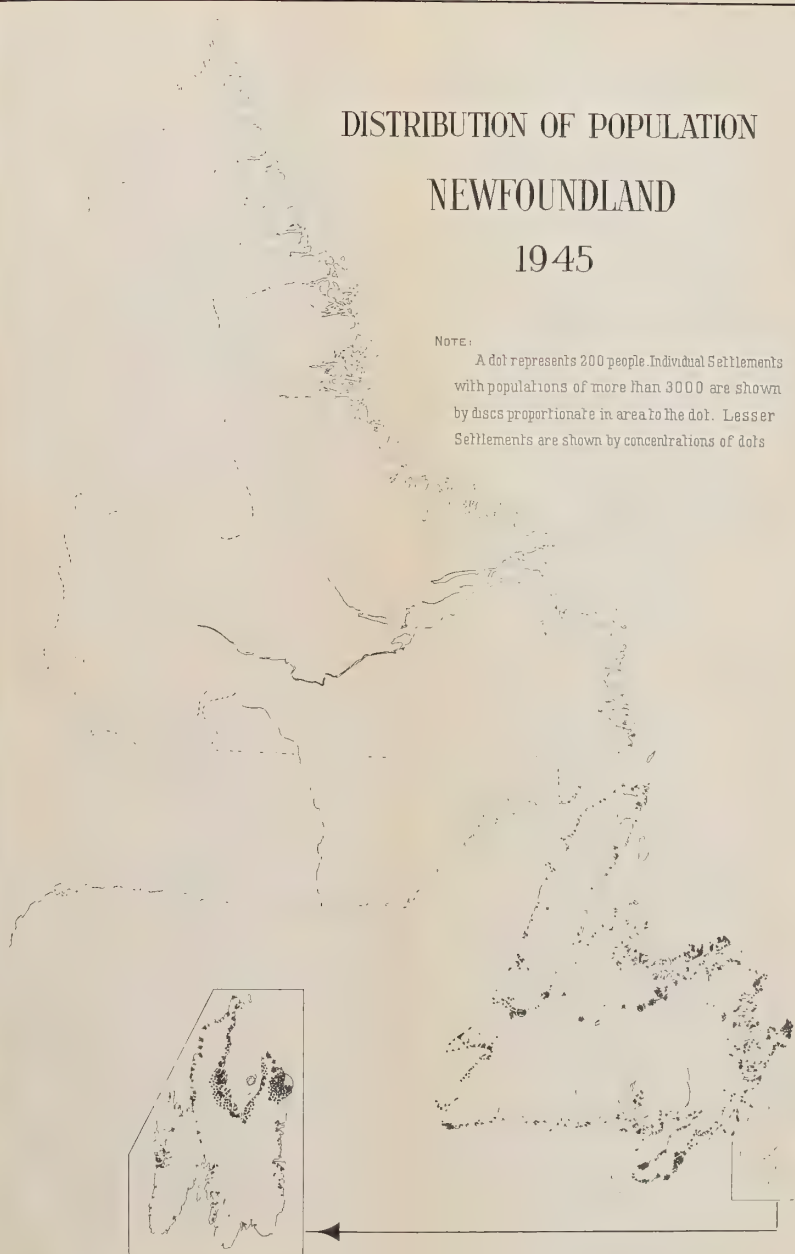
DISTRIBUTION OF POPULATION

NEWFOUNDLAND

1945

NOTE:

A dot represents 200 people. Individual Settlements with populations of more than 3000 are shown by discs proportionate in area to the dot. Lesser Settlements are shown by concentrations of dots.



INSET:—COAST OF LABRADOR



CANADA

(Exclusive of northern regions)

Scale of Miles

10 20 30 40 50 60 70 80 90 100

REFERENCE

Unincorporated Capital
Incorporated Capital
Railway Main Lines
From Canada Air Lines
Canadian Pacific Air Lines
Other and Connecting U.S.A. Routes



DISTANCES BETWEEN PRINCIPAL POINTS IN CANADA.*

NOTE.—Generally, the distances given are the shortest by railway.

A knowledge of distances in miles between principal points constitutes very useful information in these days of wide travel, but when an attempt is made to compile such data difficulties are at once encountered. Railway distances are the logical choice, even though, real distances are of increasing interest to a vast body of travellers by automobile and are a useful alternative. Railway distances represent usually the shortest practicable land distances between two points and even to-day the bulk of freight and passenger traffic is by rail. Again, distances by air (sometimes called "line" distances) are only useful in practice to those who travel by air. This is a growing phase of transportation, of course, but is not yet assumed such proportions that its tabulation should displace the more usual one. Again, it is not a difficult matter to estimate air-line distances from a map made to convenient scale, whereas the ordinary reader is not able to obtain railway distances easily.

Even though it be decided to adopt railway distances as the most useful, it is necessary to decide whether the most travelled routes between two places or the shortest railway routes should govern. In the tables given below, the distances between points are the shortest distances by railway and not necessarily the most travelled routes or the routes by which main trains travel. They are compiled principally from the railway time tables. The main table includes the capital of each province and some of the main shipping points chosen principally, but not altogether, by population; the subsidiary tables include distances of local importance. Included in the distances from Charlottetown is the distance from Borden to Cape Tormentine, over which the trains are transported by ferry; similarly, the train ferry distance between Mulgrave and Point Tupper is included in the distance from Halifax to Sydney. In the main table all the distances from Victoria include the distance travelled by boat from Victoria to Vancouver. However, wherever possible, railway distances only are used. In certain distances from Three Rivers and from Quebec it is possible, by the use of ferries, to travel by shorter routes than those given in the table, the rail route only being taken in these cases.

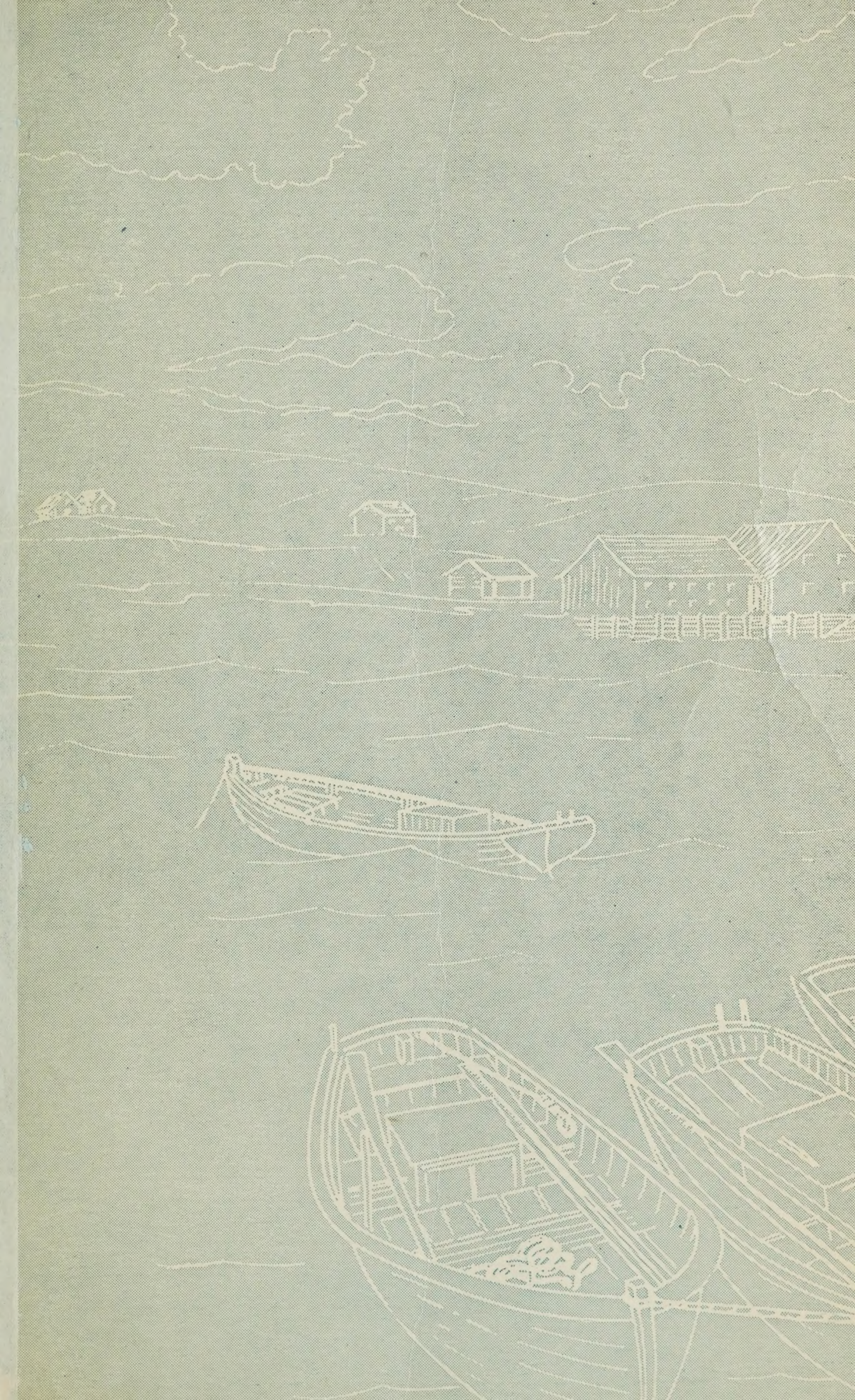
Where boat routes are given, the best approximation of the distance travelled is used.

The air-line distances are not necessarily the straight-line distances between points, but are the distances over the routes usually travelled by aeroplanes, in good weather.

Place	St John's	Halifax	Moncton	Charlottetown	Saint John	Fredericton	Quebec	Montreal	Shelburne	Three Rivers	Ottawa	Sarnia	Toronto	Hamilton	London	Windsor	Fort William	Winnipeg	Brandon	Churchill	Regina	Saskatoon	Calgary	Edmonton	Vancouver	Victoria	Prince Rupert	
St John's	0	934	994	894	1083	1099	1467	1559	1441	1545	1661	1725	1886	1925	2001	2111	2521	2817	2951	1796	1717	1284	1634	1618	1480	4165	4774	
Halifax	934	0	169	239	278	292	662	747	645	740	858	920	1081	1120	1106	1306	1717	2166	2991	3167	2481	1848	1811	1425	4165	4774		
Moncton	994	169	0	126	126	0	104	473	358	457	551	669	731	692	931	1007	1117	1727	1873	1957	2802	2176	2294	2845	4284	3286	3511	
Charlottetown	894	239	126	0	215	230	600	684	583	677	795	857	1018	1053	1111	1243	1653	1950	2084	2929	3105	2421	2717	2571	1413	4048	3707	
Saint John	1083	278	126	215	0	67	426	476	375	503	587	649	810	849	925	1035	1445	1776	1910	2755	2811	2247	2598	2577	3239	3374	3513	
Fredericton	1099	292	126	215	67	0	454	454	353	481	565	627	788	827	903	1013	1423	1754	1887	2732	2788	2108	2375	2355	3001	3011	3510	
Quebec	1467	662	437	600	426	403	0	169	127	78	240	342	513	542	618	728	1079	1510	1464	2329	1705	2821	2172	2151	2813	2898	3107	
Montreal	1559	747	558	684	476	454	169	0	101	95	111	175	314	371	447	555	969	1355	1486	2331	1707	2821	2172	2151	2813	2898	3107	
Shelburne	1441	645	457	583	375	351	127	101	0	196	212	274	415	474	550	660	1070	1444	1587	2432	1808	2924	2275	2254	2916	3001	3210	
Three Rivers	1545	740	551	677	503	481	78	95	196	0	206	268	429	468	544	654	1064	1484	1581	2426	1802	2918	2269	2249	2910	2995	3205	
Ottawa	1661	858	669	795	587	565	208	111	212	206	0	112	247	286	362	471	858	1242	1375	2220	1596	2712	2063	2042	2704	2794	3003	
Sarnia	1725	920	731	858	627	611	274	268	112	206	112	0	100	100	116	186	286	368	408	1312	2270	1647	1763	2115	2093	2754	2839	3049
Toronto	1886	1081	802	1018	810	788	503	314	435	429	447	101	0	19	115	225	411	1207	1440	2185	1562	1677	2028	2068	2070	2755	2964	
Hamilton	1925	1120	931	1057	849	827	542	371	474	468	286	100	39	0	80	160	450	1242	1379	2224	1601	1716	2067	2047	2709	2794	3003	
London	2001	1196	1007	1133	925	900	618	449	550	544	362	101	115	80	0	110	512	1453	1500	1677	1792	2143	2123	2785	2870	3079		
Windsor	2111	1306	1117	1243	1035	1013	513	359	660	654	472	161	225	190	0	1016	1482	1565	2410	1787	1902	2323	2333	2895	2980	3189		
Fort William	2521	1717	1372	1655	1445	1423	1079	1068	858	827	513	186	411	850	925	0	419	1552	1307	774	889	1240	1220	1882	1967	2176		
Winnipeg	2817	2166	1957	2176	1776	1755	1350	1353	1454	1448	1242	1207	1207	1440	1312	1432	0	143	978	355	479	821	891	1463	1548	1757		
Brandon	2951	2140	1957	2084	1910	1887	1448	1465	1587	1581	1375	1426	1410	1519	1453	1555	552	133	0	937	221	384	688	715	1330	1415	1671	
Churchill	1796	2991	2802	2929	2755	2532	2329	2118	2432	2426	2220	2270	2185	2274	2300	2410	1397	978	937	0	845	813	1217	1144	1539	1944	2100	
Regina	2172	2567	2178	2305	2131	2108	1705	1707	1808	1802	1596	1647	1562	1601	1677	1787	774	355	221	845	0	163	467	493	1108	1193	1449	
Saskatoon	1284	1843	2294	2421	2247	2224	1821	1823	1924	1918	1712	1765	1677	1710	1792	1902	899	470	384	813	163	0	404	330	1046	1131	1287	
Calgary	1634	2811	2645	2772	2598	2577	2172	2174	2275	2260	2063	2113	2028	2067	2143	2253	1512	821	688	1217	467	404	0	194	441	717	879	
Edmonton	1618	2811	2674	2571	2557	2554	2151	2153	2254	2248	2042	2093	2008	2047	2123	2231	1720	801	715	1144	493	110	194	0	761	865	955	
Vancouver	4280	3475	3286	3413	3219	3116	2813	2815	2916	2910	2704	2754	2670	2709	2785	2895	1882	1463	1310	1859	1108	1026	1046	761	0	85	1158	
Victoria	4165	3560	3360	3500	3334	3263	2868	2870	2971	2965	2759	2787	2724	2834	2910	3000	1918	1463	1310	1859	1108	1026	1046	761	0	85	1158	
Prince Rupert	4774	3749	3580	3707	3553	3510	3107	3109	3210	3203	2998	3049	2964	3004	3079	3189	2176	1757	1671	1100	1449	1267	1150	956	1158	1243	0	

From Halifax— to Yarmouth Sydney Glace Bay New Glasgow Port aux Basques (by boat)	217 289 304 307 340 (by boat)	From Saint John— to Edmonton Cambridge St. Stephen From Montreal— to Shavilling Falls Timmins Noranda From Toronto— to Bramford 21 Catharines Kitchener Oshawa Peterborough North Bay Sudbury (by boat)	236 276 83 80 80 537 64 64 33 33 218 266	Sault Ste. Marie... 439 Sault Lookout... 955 Cochrane... 152 Kenora... 103 Cobalt... 110 Yorkton... 666 From Winnipeg— to Portage la Prairie... 54 The Pas... 468 Tim Flon... 560 Uford, winter road from Uford to Gods Lake 132 miles... 754 Norway House (by boat from Selkirk) 313	From Regina— to Moose Jaw Swift Current Prince Albert North Battleford Yorkton From Calgary— to Medicine Hat Lethbridge... 176 Brandy... 82 Red Deer... 95 From Edmonton to Jasper... 226 to Peace River... 230 Grande Prairie... 407 Waterways... 305	From Waterways— to Port Smith (au-line) Rae Cameron Bay at-line Resolution Norman Atkasik (by boat)	242 14 14 14 1121 606	From Vancouver— to Trail Kamloops Prince George Prince Rupert Whitewater, Y.T. (part by boat) Dawson, Y.T. (part by boat) From Victoria— to Nanaimo	507 307 691 546 1,082 1,473 73
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*Prepared under the direction of B. W. Waugh, Surveyor General, Department of Mines and Resources, Ottawa.



EDMOND CLOUTIER, C.M.G.,
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Ottawa, 1950